

**11**/2018

# SOCIAL AGENDA



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**VOCATIONAL EDUCATION** 

Beyond 2020



14

**FUTURE OF WORK** 

Empowering people







Employment, Social Affairs and Inclusion come under the remit of European Commissioner Marianne Thyssen.

The website of Commissioner Thyssen: ec.europa.eu/commission/2014-2019/ thyssen en

The home page of the Commission's Directorate-General for Employment, Social Affairs and Inclusion: ec.europa.eu/social

The website of the European Social Fund: ec.europa.eu/esf

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# Welcome to



Joost Korte Director General of the European Commission's Employment, Social Affairs and Inclusion Directorate General

The world of work is changing, with new opportunities in the digital and service sectors and large shifts in the work forms, career patterns and skill requirements.

The EU population is slowly ageing. Increasing productivity is crucial to remain competitive and maintain the level of social protection that characterises the European social model.

In July, the European Commission published the 2018 edition of the "Employment" and Social Developments" review, which provides a rich data source on the changes we are witnessing.

A lot of the adaptation needs to come from the way training and education systems deliver. From 5 to 9 November, the Commission organised the third European Vocational Skills Week. Its theme was "Vocational education and training and the future of work: Jobs and skills".

Investing in initial education, vocational education and training and lifelong learning – investing in people – is key. This is reflected in the Commission proposal for the EU Multiannual Financial Framework for the years 2021-2027.

The European Pillar of Social Rights, proclaimed by EU institutions in November 2017, has already had an impact on EU economic policy coordination through the European Semester process. Next year's European Semester cycle will provide guidance for important investment decisions

over the coming years.

# Investing in people

The European Commission is using this framework to the full. Several of its proposals, which are going through the EU decision-making process, refer explicitly

to the European Pillar of Social Rights: the proposal for a European Labour Authority; the revision of the rules governing social security coordination; worklife balance; more transparent and predictable working conditions across the EU; and access to social protection for all workers and the self-employed.

We are determined to see those proposals through.



# Vocational education and training: Third European Week **5-9 NOVEMBER** 2018

# Mobile air crews: What EU law says **26 SEPTEMBER** 2018

Marianne Thyssen, Commissioner for Employment, Social Affairs, Skills and Labour Mobility, received Michael O'Leary, CEO of Ryanair to discuss the dispute within the airline company on the application of labour law and the steps Ryanair is taking. She reiterated that EU rules on employment contracts for mobile air crews are clear: It is not the flag of the aircraft that determines the applicable law; it is the place from where the workers leave in the morning and return in the evening, without the employer having to cover the expenses. "Respecting EU law is not something over which workers should have to negotiate", the Commissioner stressed, "nor is it something which can be done differently from country to country. I made this very clear to Mr. O'Leary today. I am not against Ryanair or against the low-cost business model. But with great success also comes great responsibility. The internal market is not a jungle; it has clear rules on fair labour mobility and worker protection".



European Commissioner Marianne Thyssen met Michael O'Leary, Ryanair CEO.

# European Solidarity Corps: Project proposals

### **10 AUGUST** 2018



€44 million from the EU budget: At least 100 000 young people will be able to take part in the European Solidarity Corps until the end of 2020

# Employment and social developments: A changing world of work

### 13 JULY 2018

The 2018 edition of the European Commission's yearly Employment and Social Developments in Europe review is out. Looking at the impact of technological developments, there are uncertainties about the future effects of automation and digitalisation. This is why the 2018 review is dedicated to the changing world of work (see the special feature of this issue, page 14 onwards). Otherwise, the review confirms the ongoing positive labour market trends, as well as an improving social situation. The numbers of people in employment reached new record levels. However, while the number of hours worked per person employed has grown in recent years, they are still below the 2008 levels. Disposable incomes are rising and levels of poverty decreasing. Severe material deprivation has receded to an all-time low, with 16.1 million fewer people affected, compared with 2012.



The impact of technological developments: There are uncertainties about the future effects of automation and digitalisation.

# Social Europe: Progress on three files

### **20 JUNE** 2018



Work-life balance proposal: The game changer for many couples and

# Informal learning: Validation festival

### **14 JUNE** 2018

85% of learning during our lifetime takes place outside formal learning but the results are not always visible. Validation gives visibility and value to all learning, including at work, at home or volunteering (informal or non-formal learning, see page 10). More than 300 people from employment, education and training, civil society organisations, and social partners joined the European Validation Festival-Unlocking talents in Europe that took place in Brussels.



Informal learning: Validation gives visibility and value to all learning, including at work, at home or through volunteering.

### YOUTH FMPI OYMENT

# Promising reaching-out practices

The Youth Guarantee has given rise to innovative practices, including for reaching out to the most vulnerable young people



**Facing multiple barriers:** Young people not in employment, education or training make up a highly diverse population with, at its core, those who are particularly vulnerable.

In April 2013, the EU Member States took a commitment to give every person under the age of 25 a good-quality offer of employment, continued education, apprenticeship or traineeship within four months of becoming unemployed or leaving formal education: the Youth Guarantee.

By July 2018, youth unemployment in the EU had dropped from a peak of 24% in April 2013, when the EU launched the Youth Guarantee (see box), to less than 15%. And the share of 15-24 year olds not in work, education or training had fallen from 13.2% in 2012 to 10.9% in 2017.

Beyond the beneficial impact of economic recovery, the Youth Guarantee has boosted EU countries' efforts to tackle youth unemployment.

It has encouraged them to be more strategic and innovative, engage in structural reforms, create partnerships between all the relevant stakeholders and focus more on those young people that are most difficult to reach.

### Core group

Indeed, one of the specificities of the Youth Guarantee is the emphasis it places on reaching out to young people not in employment, education or training: A highly diverse population that includes a core group of particularly vulnerable young people who are facing multiple barriers, such as poverty, social exclusion, disability and discrimination.

Young people that face these obstacles tend to require more handson support. They also need to have the time and means to develop trust in institutions, to remain committed to the programmes that can help integrate them into society.

Involving young people in co-designing and co-delivering Youth Guarantee services is one key way of ensuring this commitment, as the Talent Match programme in the United Kingdom shows.

### Co-production

Talent Match has supported hundreds of participants so that they could take part in partnership boards and youth panels. In Greater Manchester, the Youth Panel members evaluated the



performance of front-line staff by interviewing beneficiaries. This enabled them to challenge staff to look at things differently.

In the North East of England, Talent Match youth leaders were involved in recruiting staff across management teams and partner organisations. Local authorities, job centres and private employers started to invite and even commission Talent Match beneficiaries to give feedback on their strategies and services.

The programme showed that co-production can help reaching out and engaging with a high number of youth who are not registered in public employment services, as well as ensuring better and wider feedback on the services provided. This in turn helps tailoring Youth Guarantee provisions better.

### Variety of actors

Young people further from the labour market may also need support from a variety of actors on the path of getting a job.

If a young person is homeless, for example, the first thing to do is to provide him/her with housing, before providing labour market access support. This is what the European Federation of National Organisations Working with the Homeless (FEANTSA) advocates with its Housing First model. This approach puts the person in the centre – and ensures that all his/her needs are addressed holistically.

Such an approach relies on organisations working together. Indeed, one of the key building blocks of the Youth Guarantee is developing strong partnerships.

For example, in Croatia, lifelong career guidance centres (CISOKs) have been set up to provide multiple support services to young people not in work education or training: counselling, e-guidance, one-off assistance or recurring assistance.

### Disability

Young people with a disability are over 40% more likely to be without education, training or a job. Measures to help them access the labour market range from supported training and employment, to practical adjustments to the workplace.

With the Füngeling Router social enterprise, in Germany, young people are able to gain work experience and skills via a real job suited to their abilities.

The company provides them with supported employment at workstations in mainstream labour market companies, on behalf of the relevant provider of occupational rehabilitation that financially supports the participants.

Füngeling Router itself temporarily employs young persons with disabilities and hires them out to mainstream labour market companies. The aim is to train these young people until they get a sustainable job, ideally in the same company.

More information: http://europa.eu/!wt94BX

## EU co-funding

Achieving the ambitious goals of the Youth Guarantee requires major national investment. To this end, EU countries can draw significant complementary resources from the European Social Fund (ESF).

To further support Member States' efforts, the EU launched a Youth Employment Initiative (YEI) in 2014. It is specifically devoted to young people not in employment, education or training living in regions that experienced youth unemployment rates above 25% in 2012. By the end of 2017, 2.4 million young people had benefitted from direct support from the YEI.

Since 2014, more than 5 million young people have registered each year in Youth Guarantee schemes and more than 3.5 million young people per year have taken up an employment, continued education, traineeship or apprenticeship offer. Many of those were offered jobs, training and coaching services, co-financed by the YEI and ESF.

### LONG-TERM UNFMPI OYMFNT

# Preventing entrenched unemployment

Cooperating across services and involving employers to help the long-term unemployed back onto the labour market

More than 7 million Europeans had been looking for a job for more than one year, in the first quarter of 2018: 3% of the EU labour force, down from 5.1% in 2013 but still more than before the financial and economic crisis of 2008.

The rate of those unemployed for more than twenty-four months is decreasing too - but at a slower rate, with a risk that unemployment becomes entrenched in the EU.

### Integration pathway

In February 2016, the EU adopted a Recommendation on the integration of the long-term unemployed into the labour market. It lays out an integration pathway to be delivered by a single point of contact: From registering with an employment service and benefiting from an individual in-depth assessment, to signing a job integration agreement.

This type of agreement details explicit goals, a timeline and the person's rights and obligations, as well as what support the service providers must offer to him/her on their journey to employment.

The Recommendation also encourages EU countries to develop cooperation with employers, who are key actors in ensuring the long-term unemployed get a job and stay in work.

### Implementation challenges

Turning the Recommendation into reality is challenging, of course. Ensuring that there is a single point of contact requires systematic collaboration between different services. This in turn entails a cultural and organisational shift – which takes time to take hold, as may do developing strong partnerships with employers.

To help Member States address these challenges, the European Commission has launched a project with the European Social Fund (ESF) Transnational Platform.

Involving seven EU countries, the project will develop support packages of measures that can be transferred to different countries and regions, with the support of the ESF.

The packages will address some of the aspects of the 2016 Recommendation.





The first aspect looks at how to develop a single view of a client's history that can be shared among different actors. This is a key step towards establishing a single point of contact.

The second aspect of the project addresses the fact that for employers, taking on a long-term unemployed person can be seen as a risk. The project therefore looks at how to develop a post-placement package of support to the newly employed person, as well as services for employers, to reduce that risk.

The third aspect has to do with enhancing the employability of the long-term unemployed that face particular obstacles to employment – such as people with disabilities or migrants – by providing work experience that is adapted to their specific needs.

The packages are being designed by three working groups, through an exchange process between good practice projects and learning countries. They should be ready in the course of 2019 and will be accompanied by pilot projects in the learning countries, which may be scaled up with the ESF.

### Placement sustainability

As part of the package on placement sustainability, participating countries visited a good practice project carried out by WEB, a Belgian non-profit and non-governmental organisation.

WEB aims to create sustainable employment for vulnerable people in the Kempen region, in the North-East of Belgium. It operates second-hand shops, restaurants, an ecological furniture factory and a series of services (computer-recycling, energy-saving, cleaning, handyman and paint-recycling).

In 2016, WEB decided to base its approach on how far its clients happen to be from integrating the labour market. As a result, It now focuses on four things: Activation through employment care; the transition to the labour market through workplace learning; support to employers who employ vulnerable groups through job; and on language coaching and inclusive job design in regular workplaces.

WEB helps people who are vulnerable in different ways, including mobility, physical health, mental health, housing, childcare and

welfare (social networks, hobbies etc.). It seeks to empower them and teach them soft skills – and sometimes technical competences – so that, small step by small step, they may undertake a journey towards the labour market.

There are seven projects of this kind running at the moment, most of which combine individual coaching with training and employment.

WEB project: https://www.webwerkt.be/en/ Support packages: https://europa.eu/!tG97mg

# Public employment services working in partnership

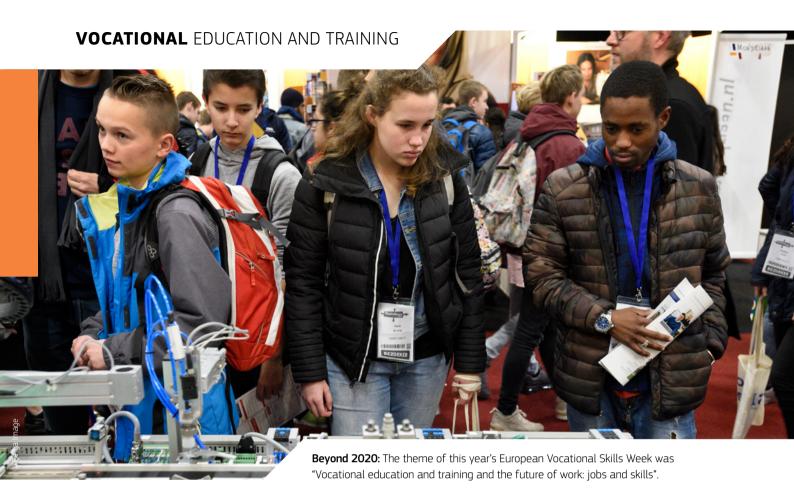
A survey conducted by the European Network of Public Employment Services (PES) provides an overview of how the PES are supporting the long-term unemployed, ir line with the 2016 Recommendation. It will feed into the evaluation of the Recommendation's impact, which the European Commission will deliver to the EU Council of Ministers in 2019

In a number of countries, PES report that they are working together with partner organisations and institutions to support the long-term unemployed. These partners include social services, town halls, non-governmental organisations, as well as employers.

Enhancing cooperation with employers is crucial and includes putting in place financial incentives, work place mentoring and training, as well as job placements.

In some countries, PES report that they are putting in place preventative measures to identify jobseekers with a high risk of becoming long-term unemployed, and support them before they reach this stage.

More info: https://europa.eu/!Wp98kd



# European Week looks beyond 2020

# The future of vocational education and training was at the heart of the 2018 European Vocational Skills Week

Over one million people throughout the EU, plus Iceland and Norway, took part in the 1 800 events organised from 5 to 9 November 2018 as part of European Vocational Skills Week 2018. Among them were vocational education and training (VET) providers, teachers and trainers; guidance and validation services; companies, students, pupils or potential pupils and their parents.

Organised on an annual basis, the Week was launched three years ago. Its aim is to improve the "poor neighbour" image of VET compared to other forms of education.

It is also to raise awareness of the crucial role of VET in the face of globalisation, digitalisation, technological change and

population ageing: At all levels of education and throughout life, VET can help securing a place on the labour market and smoothen transitions between jobs.

### **Future strategy**

The theme of this year's Week was "VET and the future of work: jobs and skills". The Week comes at a time when the European Commission is accumulating data in view of drawing up a proposal for a new post-2020 European VET cooperation strategy.

The on-going reflection is very much about achieving the right balance between seemingly antagonistic requirements.



For example, the balance between, on one hand, carrying on fostering VET excellence in order to support competitiveness and innovation and, on the other hand, ensuring social inclusion by reaching out to disadvantaged groups, including the early school leavers or young people who are neither in employment nor in education or training.

Or the balance between providing key horizontal skills – such as the capacity to communicate, work as a team, take on responsibilities and think critically - and providing the skills that lead to a profession, knowing that technical qualifications have an ever shorter shelf-life.

There is also a need to improve the provision of initial VET that leads to a quality job immediately after graduation, while at the same time encouraging lifelong learning in the face of rapid technological change.

### Multifaceted approach

The central EU-level part of the Week took take place in Vienna. One of its highlights was the concluding conference of a three-year project carried out by the European Centre for the Development of Vocational Training (Cedefop) on the changing nature and role of VET in the EU, plus Iceland and Norway.

From 2016 to 2018, the project analysed how VET has developed and changed between 1995 and 2015. Its aim was to point to the main challenges and opportunities facing the sector, today and in the future.

The project tackled VET from several angles: the changing definition and conceptualisation of VET, the external drivers influencing VET

developments, the role of traditional VET at upper secondary level, VET from a lifelong learning perspective, the role of VET at higher education level and scenarios outlining alternative development paths for European VET in the 21st century.

### More diversity

VET is becoming more diverse. It is involving new actors and expanding to new areas. This diversification is taking place partly as a result of existing institutions reforming themselves, partly through the emergence of new institutions, and in the context of demographic, technological and economic changes.

In many countries, the number of adults attending VET is increasing, signalling an overall shift towards lifelong learning. This shift is closely related to an increasing focus on learning outcomes, i.e. on what a learner is expected to know, be able to do and understand at the end of a learning process or sequence.

Indeed, considering education, training and skills development in a lifelong perspective entails taking into account the learning that people acquire outside the classroom, at work or elsewhere. While taking into account informal or non-formal learning makes it easier to focus on the intentions of the education and training systems and on the expectations of the learners.

### On-going debates

There is a lot of debating going on in the European countries involved in VET cooperation, especially about how to achieve the best balance between delivering technical skills that help finding or adapting to a

### **VOCATIONAL** EDUCATION AND TRAINING

## A set of common challenges

European vocational education and training (VET) policy cooperation has been going on since the creation of the European Economic Community in 1957. It became systematic in 2002.

In 2015, the "Riga Conclusions" laid down a set of deliverables to be implemented by 2020 in the field of vocational education and training throughout the EU, plus Norway and Iceland: Promoting work-based learning in all its forms; further strengthening key "horizontal" competences (such as communication skills, teamwork and critical thinking capacity); providing more opportunities to acquire and develop those skills through initial and continuing VET; and introducing systematic approaches to initial and continuous professional development of VET teachers, trainers and mentors.

Today, this cooperation is all the more crucial that the national, regional and local VET systems are feeling the pressure of common challenges. They have to respond to the legacy of the 2008 financial and economic crisis such as youth and long-term unemployment, and to challenges such as globalisation, technological change and an ageing society.

job in the short-term, and more horizontal skills that are useful throughout life.

There is also a debate as to how to define learning outcomes: In a way that leaves room for individual experimentation and adaptation, or in a way that narrows them down to what can be objectively measured.

By and large, there is a general trend towards recognising informal and non-formal learning and finding ways to make them visible and value them, both in the eyes of the employers and of the workers themselves.

In fact a tectonic rapprochement between the world of VET and that of general education is underway: A clear tendency towards a stronger relationship between general education and the world of work, with more awareness of the fact that education has to be relevant to the labour market in order to be also relevant to the students themselves.

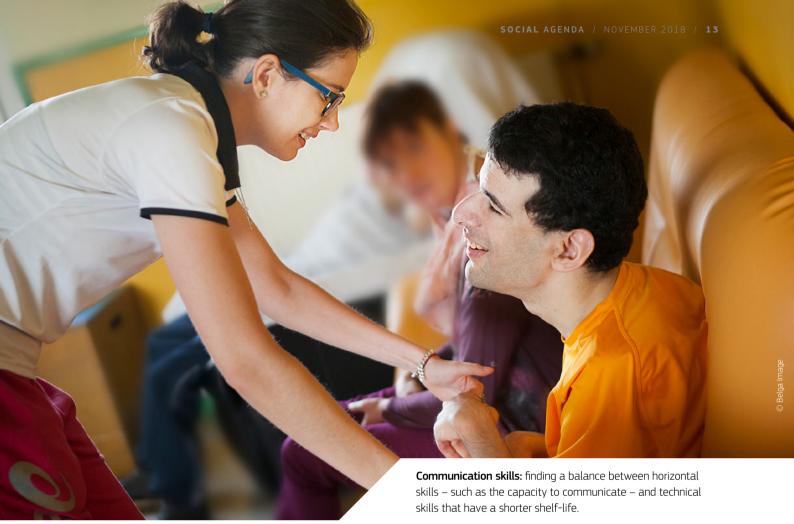
The 2008 financial and economic crisis was a wake-up call in this respect, with millions of young people unable to find a job and long-term unemployment risking becoming entrenched (see pages 6-10).

### Future challenges

In the future, there is reason to believe that European VET will become even more diverse and pluralistic. Already, VET is expanding



**Taking a holistic view:** Future policy cooperation should consider how education and training systems taken as a whole can promote and facilitate vocationally-oriented learning.



and diversifying. New providers are emerging, delivering VET at new levels of education and in new settings.

The positive side to this evolution is that VET will become more targeted and relevant to people and the labour market. While on the negative side, the increasing number of institutions delivering VET may potentially worsen fragmentation.

If VET systems operate on the basis of isolated silos, it would be more difficult for a learner to combine the learning outcomes he/she has acquired in different institutions and settings, at school as well as at work. It would also worsen polarisation between low-skilled and highly skilled people.

### Taking a holistic view

When it comes to identifying and responding to new challenges, the traditional distinction between sub-sectors of education and training (general, vocational and higher education, as well as initial and continuing VET) is not always practical.

If policy makers have too narrow a definition of VET, they may exacerbate fragmentation and reduce the relevance and impact of their policies. Future policy cooperation should rather take on a holistic approach: considering education and training systems as a whole; and working out how all these systems can promote and facilitate vocationally-oriented learning.

Discussions need to focus on learning formats that are characteristic of VET, such as hands-on learning and tacit learning, and on cooperation formats that ensure a fruitful dialogue with labour market actors and society as a whole.

### **More information:**

VET Week 2018: https://europa.eu/!gm86dV Cedefop project: https://europa.eu/!wh49QJ

## In the forefront of social rights

Since the adoption of the Riga conclusions in 2015, vocational education and training has gained extra prominence through the European Pillar of Social Rights, adopted in April 2017 by the European Commission and proclaimed by EU leaders seven months later.

First among the 20 principles enshrined in the Pillar comes life-long learning: "Everyone has the right to quality and inclusive education training and life-long learning in order to maintain and acquire skills that enable them to participate fully in society and manage successfully transitions in the labour market"



**Harnessing change:** whatever form technological transformation may take, social investment can turn it into an asset in terms of jobs, social fairness and economic growth.



2018 review shows that boosting people's employability is the key to harnessing technological transformation

The Employment and Social Developments in Europe review 2018, which came out in July, focuses on the challenge of automation and digitalisation. Not so much to predict the forms they will take but to analyse their concrete impact on the world of work.

It seeks to explore the policies that may enable workers and entrepreneurs to harness the mega-trends of technological transformation. It shows that, whatever form technological transformation may take in the future, social investment is the way to turn it into an asset in terms of jobs, social fairness and economic growth.

### Resilience

How is the world of work in the EU changing? What are the benefits and risks emanating from these changes? Are robots and automation creating more jobs than they are destroying?

What skills will the future labour market require and how may people be helped to acquire them? How are changes in the world of work affecting the social fabric, including inequality? How may decent working conditions and adequate social protection be ensured in the years to come?

In other words, how may the resilience of Europe's labour force be buttressed so that it can support the competitiveness of the EU economy and the well-being of European society in increasingly globalised markets?

In a bid to try and answer those questions, the 2018 review analyses in depth the emerging labour market and working conditions (future jobs, skills and earnings), equal opportunities (skills, education and overcoming disadvantages), inequality of incomes, access to and the sustainability of social protection, and social dialogue.

### Non-standard work

Combined with globalisation, technological change is likely to drive further capital deepening (capital investment per worker). It will also facilitate the rise of non-standard forms of work (self-employment, part-time or full-time temporary contracts or part-time permanent contracts).

It is crucial therefore to invest in people through up-skilling and re-skilling, and fight gender and social inequalities. This will mitigate the risks associated with non-standard work (job destruction, higher market income inequality...). Instead, it will help people reap the potential benefits that new forms of work could bring (e.g. achieving a better work-life balance).

Other policy responses are also required, such as stimulating investment in productive equipment and infrastructure (e.g. artificial intelligence), to address existing divides in productivity and growth between EU countries.

### Life jacket

Adapting social protection systems is also a must, to ensure a smoothly functioning labour market, inclusive growth and social cohesion.

EU countries' social protection systems were designed at a time when full-time and open-ended contracts were the norm, and in the context of a baby boom. It is crucial therefore that they manage to adapt to population ageing and to the increasing complexity of non-standard work.

This complexity stems from the greater heterogeneity of jobs, a blurred distinction between employment and self-employment, more fragmented careers and unpredictable income streams...

Social welfare can be a productive investment if it provides people with an effective life jacket, allowing them to take risks and devote time and resources to learning new skills.

### Social heritage

Rather than predict the future, ESDE 2018 produces evidencebased scenarios on what happens, or would happen, if and when governments invest in schools, vocational training and higher education, for example.

However, the review also shows that, whatever countries achieve in terms education, a great deal of the outcome depends on what the parents of each individual have achieved: the social heritage (see page 16).

Therefore, just like investment in social protection adaptation, investment in education needs to be constant and intergenerational, in a life-cycle perspective. Only then will it have an impact on jobs and growth.

More information: http://europa.eu/!Qb38qF

# The alternative to machines replacing people

Tasks requiring human interaction and creativity, for example in the healthcare sector, tend to run a much smaller risk of being assigned to machines. While workers performing routine tasks in the manufacturing sector stand the highest risk of being replaced by self-learning and ever more intelligent machines.

However, replacing workers by machines is just one way for firms to deepen capital and increase competitiveness. Another way is to equip well-educated, well-skilled workers with innovative capital.

Indeed, qualifications are complementary to physical capital (machinery, buildings, computers...). In innovative industries and services, where this complementarity exists, digitalisation and capital deepening are creating new jobs.

Investment in education is therefore crucial for EU countries. which need to ensure that all their citizens benefit from new technologies and new ways of working.

In particular, the Member States need to reduce the number of people who are working below the level of their formal qualifications. And they may address over-qualification by preventing early school leaving, facilitating upskilling and promoting skill-intensive industries.

However, the impact of a better-educated labour force on long-term growth will depend on how efficiently the new supply of better-educated workers matches labour demand.





Skills development and education have a crucial role to play in the face of inherited social disadvantages and persisting gender inequality

When analysing the skills issue in depth, as does the 2018 Employment and Social Developments review (see page 14), the issue of inherited social disadvantage comes up immediately.

People with a lower socio-economic background stand a much smaller chance to attain higher education. This is a known fact but it now appears that even if they manage, against all odds, to climb the education ladder, these people still continue to be at a disadvantage on the labour market, compared to those with a more advantageous background, everything else being equal.

Social heritage is a multiplier of under-achievement. In practice, it leads to part of the EU workforce being *de facto* excluded from the labour market, due to the socio-economic background of its members.

### Working both ways

However, the multiplier effect of social heritage works both ways: In some countries, it is positive and carries educational progress from one generation to the next.

To achieve such a reversal, investing in people in a life-cycle approach is the key. Investment in skills and education at an early stage of life triggers a domino effect on young and older workers.

A model simulation shows that, in addition to the personal development it brings, investing in people in a life-cycle approach also generates high macro-economic returns. It is this type of investment that encourages firms to equip better skilled workers with innovative capital.

**Knock-on effect:** Investment in skills and education at an early stage of life triggers a domino effect both on young and older workers

The Skills Agenda for Europe, adopted by the European Commission in 2016, (see Social Agenda n°45), shows the way. It makes practical recommendations for introducing upskilling pathways for adults (especially those with low kills), promoting digital skills, and improving cooperation between social partners within each economic sector in addressing skills shortages. It also promotes vocational education and training (see page 10).

### Gender inequality

Along with inherited social disadvantage, gender inequality also stands out as a major component of inequality of opportunities. A component that directly affects half of the EU's population.

Although the gap in formal education has been reversed in favour of women and women's employment rates are increasing, their labour market performance is still lower than men's.

There are 17 million fewer women than men in employment. And once in employment, women have lower pay and are under-represented in key sectors such as information and communication technology and STEM (sciences, technology, engineering and mathematics).

National institutions and culture (attitudes such as the "breadwinner" mentality) explain much of the gender employment gap. There is also the fact that tax-benefit systems often create high marginal effective tax rates for second earners (the majority of whom are female) when moving from inactivity to work or increasing working hours.

Women are over-represented in jobs requiring a lower level of skills and responsibility. Men's odds of progressing to jobs requiring higher skills levels are 30% greater than those of women. Women face a systematic disadvantage in achieving individual fulfilment in the labour market, assuming equal education makes the disadvantage visible.

In April 2017, the European Commission put forward a farreaching proposal for an EU law on work-life balance for parents and carers (see Social Agenda n°48).

### On top of the pillar

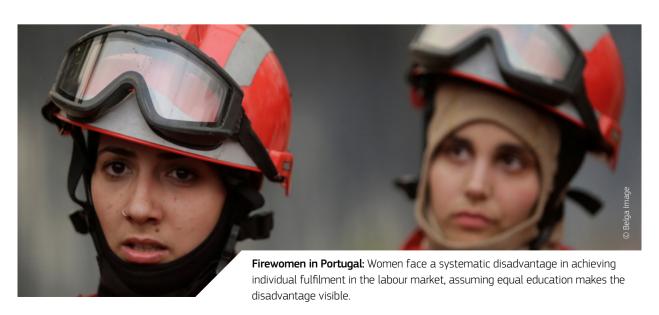
In November 2017, the European Pillar of Social Rights (see Social Agenda n°50) was proclaimed by EU leaders. The first three of its twenty principles have to do with equality and access to the labour market.

The Pillar now steers the Commission's employment and social affairs policy and budgetary proposals. It also plays a key role in drawing up yearly recommendations to the Member States, via the European Semester process of economic policy coordination (see Social Agenda n°52).

# Worrying PISA and PIAAC surveys

Two surveys carried out by the Organisation for Economic Cooperation and Development (OECD) are quoted by the 2018 Employment and Social Developments in Europe review:

- The 2015 PISA survey (Programme for International Student Assessment). Assessing 15 year-old pupils in science, mathematics, reading, collaborative problem solving and financial literacy, it showed that the proportion of low-achieving students in the bottom, least advantaged quartile (33.8%) was more than four times the proportion in the top quartile (7.6%).
- And the 2012 PIAAC survey (Programme for the International Assessment of Adult Competencies). It produced evidence that skills disadvantages sustained at a young age, persist as youngsters become adults. Many PIAAC low performers do not manage to pass an employability threshold. As skills evolve quickly in today's digitalised environment, this threshold is moving faster and is therefore more and more difficult to overcome.



# The development of non-standard forms of employment requires EU countries to address labour market inequalities

The 2018 Employment and Social Developments in Europe review explores the impact of technological change on equality of opportunities (see page 16). It also analyses the potential impact of changes in the world of work on equality of *outcomes*, i.e. professional possibilities, income, working conditions, wellbeing and gender equality.

### Labour earnings

In the chapter devoted to outcomes, the 2018 review checks whether labour earnings are still the primary source of income and what role hourly wages and hours worked play, at a time when forms of employment are changing.

It finds that labour earnings, as a proportion of gross income, have stayed almost unchanged over the 2008-2016 period.

However, the contribution of labour earnings to income inequality has increased slightly, while self-employment income, which made up less than 8% of gross income in 2016, accounted for around 12% of inequality that year.

One of the reasons why labour earnings are getting a bit more unequal could be the way working hours are distributed among employees. Hours of work have steadily declined over the last three

decades. This is due in part to the slump in demand during the crisis and to the increase of part-time work, together with greater flexibility in the labour market. Non-standard forms of employment may fail to compensate for low earnings.

electricity, gas, steam and air conditioning supply.

### Non-monetary poverty

However, income is not the only component of well-being. The review also looks into non-monetary poverty - deprivation of basic items such as food, heating etc. - across different contract types.

It takes a multidimensional view of well-being by assessing the impact of income poverty, material deprivation and wealth distribution on workers with non-standard contracts, including part-time workers. It compares them with workers on full-time permanent contracts.

The review shows high levels of material deprivation for temporary and part-time workers. As far as the self-employed are concerned, material deprivation is almost non-existent for those with employees. However, it is relatively high for those that are solo employed, some of whom may be bogus self-employed.

By and large, though, material deprivation has decreased steadily across all forms of employment, among temporary workers in



particular, since the peak of the crisis. It reached an all-time low in 2016.

### Gender pay gap

Then there is the gender pay gap. The difference between average male and female earnings, as a percentage of average male earnings, amounted to 16.3% in 2016. It has narrowed down by nearly 1.5 percentage points since 2006 in the EU. At the same time, female employment continued to increase slowly but surely, reaching 67% in 2017, compared to 63% in 2013.

Women still earn 11.5% less than men once the pay gap is adjusted to account for average gender-specific characteristics (age, educational attainment, occupation, sector, working hours and other observable workers' attribute). 31% of the pay gap can be explained by differences in these average characteristics between men and women.

Sectoral segregation is the key driver of the "explained" gender pay gap: women are over-represented in relatively low-paying sectors (primary education, health and social work activities, accommodation and food services). They are underrepresented in better paid sectors such as information and communication and electricity, gas, steam and air conditioning supply.

Working time (full-time/part-time) accounts for an additional 11% of the gender pay gap

Of great relevance to the issue of a changing world of work, the higher incidence of women employed in non-standard employment widens the pay gap: women experience a higher risk of career interruption, which makes them relatively less likely to be on permanent contracts.

However, part of the pay gap remains cultural or "unexplained": A gender pay gap persists within sectors, occupations and education attainment groups, while the lack of access to power positions remains an outstanding form of gender inequality. Institutional and wage-setting mechanisms are also likely to contribute to the pay-gap in female-dominated sectors.

### National competence

The 2018 review reveals the importance of complementing incomebased assessments of well-being with material deprivation and wealth measures. It is likely that the eventual growth of non-standard types of employment has distributive consequences on a series of outcomes.

The European Pillar of Social Rights, proclaimed by EU leaders in 2017 (see Social Agenda n°50 and the previous articles in this special feature) identifies gender inequality and labour market segmentation (the divide between workers holding different types of contracts) as challenges.

The Pillar encourages EU countries to promote actions that mitigate within-country inequality. Its principles on promoting fair wages and minimum income also address these issues, as well as the recognition of gender equality in monetary terms.

All in all, the European Commission spurs on the Member States to tackle inequality. Indeed, many of the policy levers are of national competence. In fine, the implementation of the Pillar principles relies to a large extent, and for some of them exclusively, on individual EU countries' action.



All workers should benefit from a safety net that enables them to take risks

Social protection systems are a key component of Europe's economic and social model. However, they were often designed to suit stable, medium-to long-term employment with a single employer. This is reflected both in the criteria for having access to these systems and in the way they are financed.

But what if full-time open-ended contracts become less prevalent in the future, partly as a result of technological change? How could these systems be adapted to future developments and provide a safety net that enables workers to navigate in a changing world of work that requires taking more risks?

The 2018 Employment and Social Developments in Europe review presents the different reform options and possible trade-offs that policy-makers are facing when they try to modernise social protection systems. Its aim is to trigger a debate with stakeholders on these issues.

### **Stability**

In whatever way the world of work will change in the future, modern social protection systems should provide stability – of

income, in particular - for workers who are forced to change jobs or who choose to pursue a new career path. In this way, these systems would enable workers and their families to make the most of the new opportunities that may emerge.

Indeed, flexible new forms of work can offer the unemployed or the inactive new entry points into the labour market. At the same time, workers that are displaced by new technologies may require support via income replacement benefits or retraining. The same applies to workers who make more frequent transitions from one job to another throughout their careers.

### Out of a job

Non-standard employment may partly come to redefining the notion of being "out of a job".

In many EU countries, workers in non-standard employment or the self-employed may find themselves formally excluded from specific social protection benefits. Alternatively, such workers may be formally covered but find it more difficult to fulfil the criteria, regarding work history or prior contributions, for enjoying

effective social protection. As workers' careers become less linear, the transparency of entitlements become more important in order to ensure comprehensive coverage.

Several Member States have already addressed coverage gaps. And in March 2018, the European Commission put forward a proposal for a Recommendation on access to social protection which should bring about a comprehensive and systematic improvement in this respect, throughout the EU (see box).

Meanwhile, new developments have sparked renewed debates about last resort safety nets and benefit conditionality, including means-testing, universal benefits or job-search requirements.

### Sustainability

Changes in the world of work will have major implications for the financing and sustainability of social protection.

In many EU countries, employers' and workers' social contributions remain an important source of funding for social protection systems, even if general government contributions constitute a growing share of this funding.

However, this contribution base is expected to shrink, due to population ageing. And where new forms of work do not generate sufficient receipts for social protection, ensuring the sustainability of social protection is all the more challenging.

The review suggests exploring several routes: Ensuring that all forms of work contribute to social protection; giving more importance to revenue from sources other than labour; and investing in people.

More information: https://europa.eu/!kc43xm

# Non-standard and selfemployed workers

Almost 40% of people employed in the EU are either non-standard (not working under a full-time, open-ended contract) or self-employed workers. In practice, many of these people do not enjoy a decent social protection.

Taking its cue from the European Pillar of Social Rights, the European Commission suggests closing the legal social protection coverage gaps and ensuring that all workers and the self-employed can adhere to corresponding social security systems.

In those countries where the law *does* give people in nonstandard forms of work access to social protection, these people should *effectively* be covered, so that they may build up and claim adequate entitlements. This would allow them to uphold their standard of living and prevent them from falling into poverty.

EU countries should also provide the people concerned with transparent information about their social security entitlements and obligations.





# New forms of organisation and industrial action are emerging due to technological change and non-standard employment

What are the consequences of technological change for the role that social partners play in shaping work organisation? The Employment and Social Developments in Europe 2018 review shows that industrial relations, and in particular social dialogue, are undergoing deep changes.

Social partner organisations, as well as public authorities, are faced with the prospect of moving out of the comfort zones of established routines. New players, such as workers engaged in new forms of work, as well as new employers, are knocking on the door.

### Positive signs

Trade unions' attractiveness is decreasing. Organising workers is particularly difficult in non-standard employment situations, and in most EU countries, collective bargaining coverage is low or declining.

On the other hand, there are some positive signs. In several Central and Eastern European countries, trust in trade unions is growing.

While in Western Europe, several new categories of workers have recently succeeded in organising interest representations.

For example, local platform workers, mostly couriers delivering a service offline, have achieved recognition as workers. Physical proximity facilitates courier's mobilisation. They usually start by demanding for better pay and working conditions, as well as the recognition of their status as employees. At a second stage, trade unions come to help them (see box).

### Tougher challenge

Organising platform workers who provide *on*line services is a tougher challenge for the trade unions. These workers' physical location is not limited to national borders. As a result, they are subject to different national legal systems. Moreover, they compete for the same tasks, made available through a single platform.

A network of European and North American unions now represents the interests of platform workers and provides information. It has



called for transnational cooperation between workers, worker organisations, platform clients, platform operators and regulators.

Some of the unions involved in this platform - IG Metall (the German Metalworkers' Union), the Austrian Chamber of Labour, the Austrian Trade Union Confederation and Unionen, the Swedish white-collar union - have been instrumental in setting up the Fair Crowd Work website.

Fair Crowd Work collects information about crowd work, app-based work and other "platform-based work". It offers ratings of working conditions on different online labour platforms, based on surveys with workers.

### **New solutions**

The 2018 review also takes stock of the way the social partners have already addressed three digitalisation related issues: Skills adaptation; more flexible arrangements concerning working time and place, and changing employment relationships.

A prominent result of EU level social dialogue in that area is the agreement on telework. Social Partners have looked into ways of making the best use of more flexible forms of work without risking the long-term health of workers.

At sectoral level, they have produced joint skills forecasts and upskilling strategies. There are also signs of improved Europe-wide cooperation between cross-industry and sectoral organisations.

The social partners have also been spurred on by several European Commission initiatives based on the European Pillar of Social Rights, which was proclaimed by EU leaders in 2017 (see Social Agenda n°50). Things are moving also at the national and local level.

### Social peace

All in all, the 2018 review shows that constructive and wellorganised cooperation between representatives of the different groups on the labour market, helps to manage transitions due to technological change.

Such cooperation is key to delivering social peace, as well as improved economic performance and competitiveness - all of which are inter-linked.

More information: https://europa.eu/!CM66Qp

# When platform couriers go on strike

In 2016, platform workers took industrial action in several EU countries.

In Italy, a strike broke out in October in the Foodora company. It was triggered by the fact that in the contractual forms, the hourly rate of pay was replaced by a fixed rate by delivery.

The workers also called for a change in status, from selfemployed to employee, with access to standard employment protection. The couriers' self-organisation used online tools. In due course, established trade unions gave them their support.

Foodora increased the delivery fee but did not agreed to the workers' demands. The couriers have therefore filed a legal action.

In the United Kingdom this time, UberEats drivers undertook industrial action, also because of a change from hourly pay to payment by delivery. They used an encrypted messaging app and coordinated their efforts with Deliveroo drivers, who had made similar demands in the past.

Like the Foodora workers, the UberEats ones were supported at a second stage by established trade unions. In 2017, the industrial tribunal found that the drivers were not selfemployed but "workers" who are entitled to the minimum wage and holiday pay.

While in Austria, Foodora couriers created what is probably the first works council of online platform workers, with the help of the "Vida" union.

### **EU** FUNDING BENEFICIARY

# Magda a care leaver now in a management position

After a childhood spent in the care of innovative public services, Magda is now a manager in a social enterprise co-funded by two EU funds

Across Europe, many young people struggle to make the transition to independent adult life. Madga (26) is one of the lucky ones. A gastronomy manager in a busy Gdańsk hotel, in Poland, she is about to get married and she and her husband-to-be are doing up an apartment where they will start their life together.

In most parts of Europe, prospects for young people like Magda are bleak. That is because she spent her childhood in the care of public services, looked after by the local authority, as her parents were unable to care for her.

In many countries, the life chances of these young people are poor. Eurofound research shows that they are a consistent sub-group within the overall "not in education, employment or training" figures in Europe (see page 6). In Poland, the Social Innovation Foundation estimates that 46% of care-leavers became unemployed on leaving education.

### Neighbourly house

Fortunately for Magda and others like her, recent developments have

worked in their favour, in particular Poland's policy commitment to deinstitutionalisation.

In cities like Gdańsk, this has encouraged a shift away from large orphanages and care homes to smaller, more manageable units. In Magda's case, this meant spending her early adulthood in a 'neighbourly house' with a small group of other children and a 'guide'.

Instead of sleeping in a bunk-bed in a large dormitory, she had an upbringing more similar to children in family homes. It also meant that, instead of a constant churn of social support staff, she was able to form strong bonds with her carers, who were there to provide support on all the issues teenagers need help with.

### How to earn a living

One issue is trying to work out how you are going to earn a living and – more fundamentally – what you are interested in and good at. Magda was lucky again here. Not only because she had an engaged and supportive adult to speak to but also because the





social innovation foundation that ran the neighbourly house had branched out into other sectors.

Among these sectors is a social enterprise, a charming café set within a well-known green space in the city. Magda started working there as a waitress and soon realised she enjoyed working with people – and that she had an interest in food.

Fast forward to 2018 and we already know about Magda's exciting life plans. She has graduated from college and now works at So Stay, a socially responsible hotel which employs young people leaving care. If they are interested, they can dip their toe in the water by starting as volunteers.

An expanding sector in the city, hospitality and its related branches offers the chance to learn and grow. Magda is a good example of this. Since joining she has taken her gastronomy qualifications and has recently been promoted to a management position.

### Sophisticated partnership

Magda's is an impressive story. But so is that of So Stay and its parent foundation. The hotel is the result of a sophisticated partnership model between the public, private and social enterprise sectors.

Gdańsk City authority, with its strong and visionary commitment to social innovation and to the social economy sector, enabled the whole project to happen, using a combination of European Regional Development Fund, European Social Fund, city authority and third-party funds.

Many cities could learn from what has been achieved here, and the organisation's recognition as an URBACT Good Practice, has helped raise its visibility. That award is well-earned.

Young people who are in the care of the state deserve the best chance in life, given the poor hand they have been dealt. But this happens too rarely. The usual pattern is one where they struggle to avoid the disadvantages bequeathed them by their parents.

### **Eddy Adams**

Expert for the ESF Youth Employment Thematic Network

**More information:** https://europa.eu/!FN86CW and https://europa.eu/!Uq67TR

## Yoyo transition process

Data about care-leavers is patchy across the EU but, for example in England, recent data from the Department for Education show that 40% of care-leavers aged 19-21 are not in employment, education or traning, compared to around 13% of those in the general population.

EU-level research shows that only 8% of care-leavers proceed to higher education (the average rate is five times higher) and that many young care-leavers opt for short-cycle occupational training in order to become economically independent as soon as they can.

Danish researchers taking part in the study refer to the 'yoyo transition' process for many in this group, who repeatedly enrol and drop out of training courses.

### OTHER VOICES

# Digital revolution but also

# climate change



**Philippe Pochet:** "Our first task is to think about how to reconcile these two futures and how they interact with demographic change and globalisation".

It has become commonplace to predict big, even fundamental, changes in the world of work, as a result of what we call the digital transformation.

However, this approach is too restrictive because we are confronted with, not one, but at least two, fundamental changes: on the one hand, the digital revolution and, on the other, the impact of climate change.

Too often, if not almost always, these two transformations are considered separately. Our first task is therefore to think about how to reconcile these two futures (https://www.etui.org/Publications2/Foresight-briefs/Two-futures-and-how-to-reconcile-them) or even, more ambitiously, how they interact, in turn, with other megatrends of demographic change and globalisation that are also unfolding.

The first point of debate is therefore how to take both of these transformations into account, along with their accompanying social and regulatory challenges. The approach of Carlota Perez in her work on technological revolutions offers us a useful analytical framework.

She identifies within each of the five great waves of innovation that have taken place since the Industrial Revolution four successive phases: irruption, frenzy (followed by a financial crisis), synergy and maturity.

### New rules

Considered within this framework, the digitalisation of the economy is, in fact, not a new industrial revolution at all, but the result of a synergy between different innovations that have been underway for 15 to 20 years. However, for this phase to lead to a new era of prosperity, new rules of the game must be accepted by the different actors involved.

In adopting this (briefly summarised) approach, we see that the current challenge is to regulate digital platforms and enact all

possible and necessary protections (contracts, pay and social protection) in these sectors of this 'new' economy.

Without this, the conflicts that we can already see erupting in such platforms as Uber, AirBNB, Deliveroo, etc., will multiply, preventing economic development and the social acceptance of these changes.

In this context, we can view the European Social Pillar as an attempt to find new rules acceptable to everyone (this can obviously also involve the application of old rules) and tackle the increasingly porous boundaries between the employment statuses of workers and their respective rights, as well as the issue of defining what an employer is and their obligations.

### New cycle

However, this phase of synergy must, in addition, mesh with the twin objective of reducing our environmental impact and radically limiting greenhouse gas emissions. These, together, must set the goal and the direction of this new cycle of innovation.

This radical transformation therefore requires two elements. First, the transition needs to be financed, both in terms of investment to make it happen and of compensation for those who will be adversely affected by it. This should be made a priority in the next multi-annual Community budget but also in those of the Member States.

Secondly, political leadership is needed to decide on the direction to take. The urgency of the climate challenges means we cannot allow constant vacillation and U-turns. Together, these are the actions that will determine the direction and effects, positive or negative, of the big transformations that are taking place.

Philippe Pochet, General Director, European Trade Union Institute

### INTERVIEW

# Helping people fulfil their potential

Manuela Geleng is the new Director in charge of skills, vocational education and training, microfinance and social enterprise in the European Commission



Manuela Geleng: "The best way to invest in people is by creating the right conditions for learning, starting from early childhood and then further developing their skills as life goes on".

### You have been in charge of services dealing with the European Social Fund (ESF), social investment, migrants, refugees, social affairs... The issue of skills seems to run like a red thread through all these areas?

Both my past and present responsibilities have a lot to do with social investment, which is about empowering people to fulfil their potential as human beings, both in society and on the labour market. It is also a question of equal opportunities: The best way to invest in people is by creating the right conditions for learning, starting from early childhood and then further developing their skills as life goes on. And indeed if we look at microfinance, it's also about helping people develop their ideas on how to make a business grow. And this is also what the ESF has been doing since the creation of the EU: helping people advance in their career, train and re-train. So yes, skills brings all this together.

### Where are we with the implementation of the 2016 Skills Agenda for Europe?

All ten actions of the Skills Agenda (see Social Agenda n°45) have been launched. Some, such as the Skills Profile Tool for Third Country Nationals (see Social Agenda n°49) or the study on brain drain, have already been delivered. Others are linked to broader ongoing reforms in the Member States, such as the Recommendation on Upskilling Pathways. This flagship initiative will result in structures and support for the 61 million adults in Europe who are struggling with poor basic skills (literacy, numeracy and digital skills) or who left school with no formal qualifications.

### Vocational education and training is key in this respect?

Certainly, it can equip people with the initial skills and qualifications to find their first job, and then with the opportunities to upskill and reskill throughout their lives. Engaging in continuing learning is the only way to keep up with the rapid pace of technological and social change, and vocational education and training needs to respond to this challenge. Its key focus has traditionally been on initial education and training for the young. While maintaining this focus, it also has to respond to people's need for continuing training and lifelong learning. Recently in Germany, I have visited chambers of commerce and vocational education and training schools. They provide learners with high quality qualifications and skills that are valued by the labour market and ensure immediate employability. There are many good practices in the Member States. It is crucial that we learn from them, promote peer learning and use EU funding instruments to support the attractiveness, quality, and excellence of vocational education and training. Our new initiative on "Centres of Vocational Excellence" will also support this objective.



# Harnessing technological transformation

Automation entails capital deepening, especially in the manufacturing sector and for low-skill tasks and routine activities. Other innovative technologies lead to the emergence of new non-standard forms of work, as well as to a more flexible re-organization of working time and space.

Both capital deepening and new forms of work raise concerns as well as opportunities, shows the European Commission's 2018 Employment and Social Developments review.

Human and physical capital are complementary. Therefore policies that leverage the strong inter-generational effect of individuals' socio-economic background on their skills and labour market performance, are of critical importance.

Social partners could play a positive role in adjusting the existing legal framework to the new forms of work, including by managing the increased flexibility of working time and space in atypical work.

Traditional distinctions made by the social protection systems also need to be rethought in order to provide inclusive protection.

The European Pillar of Social Rights is a useful framework for adapting labour market and social systems to the new world of work (see page 14 onwards).

Volume I catalogue n°: KE-BD-18-001-EN-N

Link to the publication: https://europa.eu/!Qb38gF

# Work-based learning: Teachers and trainers matter

How may teachers and trainers be supported in delivering high-performance apprenticeships and work-based learning? How may such learning and apprenticeships be developed? Prepared by the "ET 2020 Working Group on Vocational Education and Training" group of experts, this report highlights twelve policy pointers to strengthen support for teachers and trainers in the vital role that they play in vocational education and training, and gives some inspirational examples.

Catalogue n°: KE-02-18-612-EN-N

Link to the publication: https://europa.eu/!mU84MF

# Adult learning: Promoting it in the workplace

Between 2016 and 2018, a working group identified policies that promote and support workplace learning of adults in the EU: adults struggling with reading, writing, making simple calculations and using digital tools; and those with medium skills, in need of up-skilling. The report formulates key messages for policy development, along with case studies to inspire new thinking.

Catalogue nº: KE-01-18-445-EN

Link to the publication: https://europa.eu/!Tu37Vm

# Vulnerable children: Changes in child and family policies

This annual thematic report of the European Platform for Investing in Children provides a snapshot of recent changes and new developments in the area of child and family policies across the EU in 2017. The report focuses on the situation of vulnerable children (migrant children, children residing in institutions, etc.) and on the key aspects related to socioeconomic disadvantage.

Catalogue n°: KE-01-18-829-EN-N

Link to the publication: https://europa.eu/!MM77jv

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