EDUCATION, TRAINING, LLL AND YOUTH EMPLOYABILITY IN EUROPE, TODAY: TRENDS, POLITICAL PRIORITIES, BENCHMARKS, CHALLENGES AND THE STATE OF PLAY

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Abstract

The paper focuses on the ongoing European Education & Training Strategy, in the context of the "Europe2020", underlining the main modifications in education, training and LLL (indicators, benchmarks, new policy tools developed and implemented etc). It provides a brief presentation of the major priorities of the E&T 2020 Work Programme, highlighting the emphasis on reskilling, LLL, competence - based learning and VET as prime movers for increasing employability and promoting social inclusion. Then, the paper proceeds in an critical review of the current state of play regarding EU M-S performance in benchmarks such as low achievers in the key- competences, early school leaving, early childhood education and care, tertiary educational attainment, adult participation in learning, recent graduates' employability, while it raises issues related to education poverty and socio- economic and educational inequalities.

Key words

Education, Training, LLL, Employability, EU2020, benchmarks, state of play.

1. Education, Training and LLL within the framework of the EU2020 Strategy: Trends, Priorities and Stakes

The planning of the EU2020 strategy was inevitably affected by the impact of the Crisis and the consequent Recession. The EU2020 Strategy was planned and developed in order to contribute on an actual Recover and Development Plan (given the onset of the Crisis), including major developmental, economic and social issues (i.e. "new skills for new jobs") (European Commission, 2010a: 5-6). It was developed as a response to the challenges, set by the crisis. Key terms in the strategy include: smart, sustainable and inclusive growth, and high employment and social inclusion, according to the Commission's Communication on the EU2020 (European Commission, 2010a: 5). Education and training are focal points of this strategy. Obviously Education Policy has a privileged role to play (European Commission, 2010a: 5, 11-13, 17-19). The EU2020 strategy mentions seven European flagships, including "youth on the move" and "new skills for new jobs", which are of particular relevance for education and training (see European Commission, 2010a: 13, 18-19).

The EU2020 strategy in the fields of education and training, namely the Work Programme Education & Training 2020, has -besides several major modifications maintained the emphasis on reskilling and highlighted the need towards operational flexibility. The new framework of actual priorities for lifelong learning, education and training, has been defined by two important changes:

- A new policy tool, the Joint Assessment Framework (JAF), is implemented in order to provide optimal coordination among public policies, mainly operating in the interface between employment policy and VET and LLL policy (see in detail European Commission, 2013: 10-11 & European Commission, 2012: 8), while
- 2. Two of the benchmarks of the European Strategy for Education and Training, designating the actual policy priorities for the new decade, have completely changed and the remaining three ones have been reformed either in content or in quantity (see in detail European Commission, 2009: 14 & European Commission, 2011a: 10).

More specifically (see European Commission 2009:14 & European Commission, 2011a: 10), two new benchmarks have been introduced:

- participation in Tertiary Education (replacing the benchmark on Upper Secondary Education) with a benchmark of 40% of the population aged 30-34, set by 2020,
- participation in pre-school education, which replaces the MST benchmark and sets the benchmark for 95% of children at the age of 4 by 2020.
- 3. A new benchmark is added- adopted since 2012, namely the benchmark "Employment rate of recent graduates" (see European Commission 2017 and 2018a: 4), highlighting the emphasis that the EU lays on the harmonization of education & training to employment and the labour market.

Moreover (see European Commission, 2009: 14 & European Commission, 2011a: 10-17):

- The drop out (early school leaving) rate is now extended to training as well and sets the benchmark of falling to 10%, in total, in education and training (see in detail European Commission, 2009: 76-78).
- The indicator on low achievers is extended besides literacy to other 'key competences', such as mathematical competency and sciences. Low achievers' percentage is

anticipated to fall below 15% of the population aged 15 (according to comparative data provided by PISA, OECD) by 2020 (see in detail European Commission, 2009: 84-88 & European Commission, 2011a: 17).

• The benchmark on the participation of adults on Lifelong Learning is raised to 15% (in detail European Commission, 2011a: 34-36).

It is worth-mentioning that for the very first time, two out of the 6 abovementioned key benchmarks for Education and Training (early leaving from education and training and participation in tertiary education) are included in the core agenda of the EU2020 itself (headline targets) (see European Commission, 2010a: 5 & European Commission, 2011a: 10 and Papadakis & Drakaki 2016: 171- 176).

Within this context, the EU benchmarks for Education and Training (till 2020- see European Commission, 2009: 14 & European Commission, 2011a: 10), are the following:

- 95% Participation in early childhood education (4+)
- 10% Early school leavers (18-24)
- 15% Low achievers- performers in PISA (reading, math and science)
- 40% tertiary education (30-34)
- 15% Lifelong learning participation (25-64)
- 82% employment rate of recent graduates.

It should be noted that, there are several additional benchmarks and indicators, which were adopted during the course of the EU2020, such as the following (see Deiss 2011):

Benchmarks adopted in November 2011

• Learning mobility

Benchmarks adopted afterwards

• Language skills

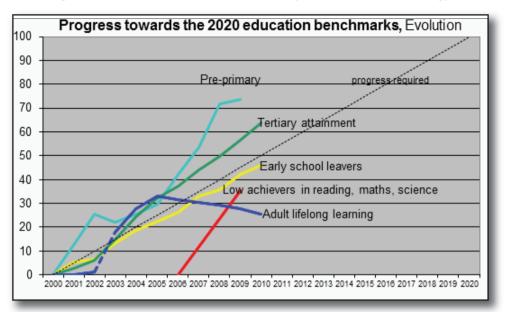


Figure 1: 2020 benchmarks. Their evolution, prior to the EU2020 Strategy

Source: European Commission – DG EAC, as cited in European Commission, 2011a: 17.

2. The current state of play in Education, Training, LLL and their relation to Employability: a brief overview

B ased on the recent data, published in the Education and Training Monitor 2018 (see European Commission 2018 and Figure 2), we can be optimistic in terms of the achievement of objectives set for tertiary education attainment, preschool education, early school leaving and even employment rate of recent graduates.

At the same time we cannot be equally optimistic concerning the achievement of goals related to the reduction of low achievers in key competences, and participation in LLL till 2020. There is a clear progress within the recent 4 years, yet several key challenges remain.

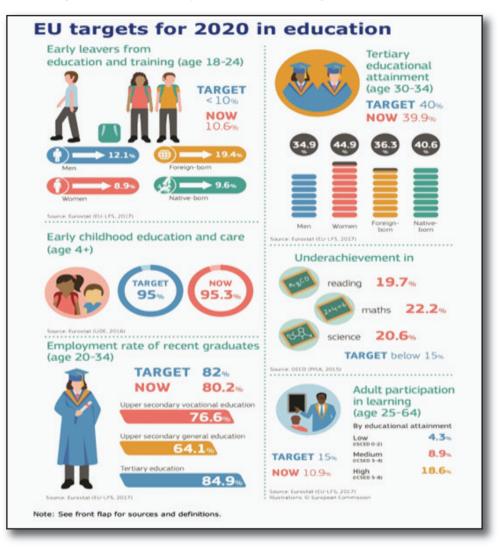


Figure 2: The State of Play in Education & Training Benchmarks (2017)

Source: European Commission 2018a: 4.

EU seems to continue the progress of previous years on **early leavers from education and training,** since "with a current share of 10.7 %, (in 2016) the EU is inching towards the Europe 2020 headline target of below 10%. However the percentage among foreignborn remains much higher (19.7%)" (European Commission 2017: 12). The state of play is gradually improving, since in 2017 the Early Leavers Rate was further, slightly, decreased to 10,6%, indeed very close to the EU Benchmark for 2020. However, early leaving remains remarkably high among the foreign born population, namely up to 19,4% in 2017 (see European Commission, 2018a: 2 & 4 and Diagram 1).



Diagram 1: Early Leavers from Education & Training (2017)

Source: European Commission, 2018a: 30.

Progress is continuing in the headline target for **tertiary educational attainment**, since it has reached 39.9 %, in 2017, higher than the 39,1% in 2016 and subsequently has practically reached the 40 % EU benchmark for 2020 (see European Commission 2018a: 34 and European Commission 2017: 12). It should be noted, at this point, that "10 Member States still have tertiary educational attainment rates below the EU target....(and even) in most EU Member States tertiary educational attainment grew in comparison to 2014 and 2011, the exceptions were Croatia, Hungary, and, to a lesser extent, Spain and Finland, where the proportion of the population with a tertiary qualification decreased between 2014 and 2017" (European Commission 2018a: 34 & 35).

At the same time the gender gap concerning tertiary education attainment remains visible (see Table 1), while "in most of Member States, the share of those with a tertiary qualification born within the country or within the EU is higher than the share of graduates born outside the EU. Across the EU, tertiary educational attainment is about 0.6 pps lower for those born outside the country but within the EU and about 6.1 pps lower for those born outside the EU" (European Commission 2018a: 36).

| | | | | | Foreign Born | | |
|----|-------|------|-------|-------------|-------------------|---------------------------|-----------------------|
| | Total | Men | Women | Native-born | Born in the EU | Born outside the EU | Total foreign born |
| EU | 39.9 | 34.9 | 44.9 | 40.6 | 40.0 | 34.5 | 36.3 |
| BE | 45.9 | 40.8 | 50.9 | 48.8 | 50.6 | 29.5 | 37.6 |
| BG | 32.8 | 25.5 | 40.5 | 32.6 | ;* | :* | :" |
| cz | 34.2 | 27.7 | 41.0 | 33.9 | 46.8 | 28.9 | 39.1 |
| DK | 48.8 | 41.1 | 56.7 | 46.6 | 69.7 | 52.6 | 58.1 |
| DE | 34.0 | 33.8 | 34.2 | 34.4 | 36.2 | 31.1 | 32.8 |
| EE | 48.4 | 41.6 | 55.6 | 48.1 | :" | 52.0" | 52.4 |
| IE | 53.5 | 47.5 | 58.9 | 52.1 | 50.8 | 68 | 56.6 |
| EL | 43.7 | 37.0 | 50.5 | 47.1 | 27.2 ^u | 9.8 | 11.9 |
| ES | 41.2 | 34.8 | 47.5 | 45.6 | 34.0 | 23.2 | 26.2 |
| FR | 44.3 | 38.7 | 49.6 | 45.4 | 46.9 | 36.2 | 38.1 |
| HR | 28.7 | 22.1 | 35.4 | 29.5 | 41.8 ^u | 19.4 ^u | 21.5u |
| IT | 26.9 | 19.8 | 34.1 | 30.6 | 12.7 | 12.8 | 12.8 |
| CY | 55.8 | 47.2 | 63.5 | 64.3 | 45.5 | 36.2 | 40.5 |
| LV | 43.8 | 32.1 | 56.0 | 43.2 | 80.6 ^u | 47.8 | 56.9 |
| LT | 58.0 | 47.6 | 68.1 | 57.8 | :" | :* | :" |
| LU | 52.7 | 49.8 | 55.6 | 49.1 | 54.8 | 58.9 | 55.6 |
| HU | 32.1 | 27.0 | 37.5 | 32.3 | ÷** | :" | 24.8" |
| MT | 30.0 | 28.0 | 32.2 | 29.4 | 36.5" | 36.9" | 36.8 |
| NL | 47.9 | 44.0 | 51.8 | 50.7 | 41.8 | 32.2 | 34.6 |
| AT | 40.8 | 37.7 | 44.0 | 42.5 | 47.1 | 28.4 | 36.8 |
| PL | 45.7 | 36.3 | 55.5 | 45.6 | :" | 63.4 ^u | 62.1 ^v |
| PT | 33.5 | 26.2 | 40.4 | 33.5 | 39.3 | 29.5 | 32.6 |
| RO | 26.3 | 23.9 | 28.9 | 26.3 | : | :* | ;* |
| SI | 46.4 | 34.7 | 58.8 | 49.3 | 49.9u | 21.1" | 24.1" |
| SK | 34.3 | 26.7 | 42.4 | 34.3 | 16 | 14 | :" |
| FI | 44.6 | 37.3 | 52.0 | 46.7 | 27.5" | 26.9 | 27.1 |
| SE | 51.3 | 44.6 | 58.4 | 51.5 | 69.1 | 46.5 | 51.2 |
| UK | 48.3 | 45.8 | 50.8 | 45.9 | 46.9 | 61.2 | 54.7 |

Table 1: Tertiary Educational Attainment (aged 30- 34), by genderand country of birth (2017)

Source: Eurostat, EU Labour Force Survey, online data code [edat_lfs_9912], as cited in European Commission 2018a: 37.

The target for **early education and care participation**, by the age group above 4 years of age (a clearly social-driven target), has been met in 2016, with the EU reaching 95,3%, comparing to 94.8 %" in 2016 (see European Commission 2018a: 40 and European Commission 2017: 12). In other words, the EU target, set for 2020, has been, officially, reached in 2016, while "among those countries still below the target, considerable improvement (an increase of over 4 pps) took place between 2013 and 2016 in Poland, Cyprus, the Czech Republic and Lithuania....and Greece, also among the tail-enders in 2015, achieved a moderate improvement (an increase of almost 3 pps) and reached 79.8 % in 2016" (European Commission 2018a: 40).

On the other hand, things are rather worsening regarding **low- achieving students in the key competences**. As the European Commission points out "the target **on low** achievers in reading, maths and science, as measured by the PISA 2015 survey, suffered a setback compared with the 2012 survey, which makes the debate on how schools and teaching need to be improved even more timely. The percentage of 15-year-old pupils who failed to reach a basic level of competence in science stood at 20.6 %, up from 16.6 % in 2012" (European Commission 2017: 12).

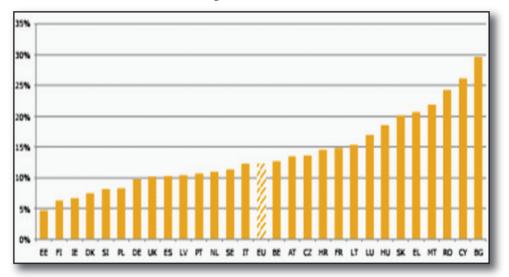


Diagram 2: Percentage of low- achieving students in all 3 domains (science, reading and maths) (2015)

Source: OECD, (2016) PISA 2015 Results (Volume I): Excellence and Equity in Education, Table I.2.10a, as cited in European Commission 2018a: 47.

In spite of the prioritization of adults' participation in LLL, even since the Lisbon Strategy period, in terms of the target related to **adult participation in learning**, there has been no particular progress since 2015 (see European Commission 2017: 13). In 2017, EU has reached just 10,9% (European Commission 2018a: 63), almost identical to the rate in 2016, namely 10.8 % (see European Commission 2017: 4), namely far from the benchmark of 15% of adults participating in formal or non-formal education and training.

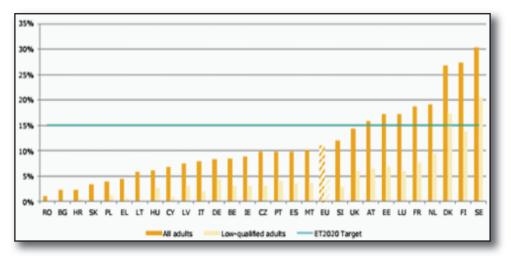


Diagram 3: Adult Participation in Learning (during the last 4 weeks), age 25- 64 (2017)

Source: EU Labour Force Survey, Eurostat. Online data code: [trng_lfse_03], as cited in European Commission, 2018a: 64.

Additionally, a major deficit in the LLL, namely the under-representation of socially vulnerable groups and low skilled, is still visible and remains a challenge. As European Commission points out: "the participation of low-qualified adults — i.e. those who did not acquire at least a medium level qualification (or an equivalent of at least an upper-secondary school diploma) — remained particularly low. Despite some marginal improvement in the overall participation rate, the situation for low-qualified adults has not changed noticeably since the beginning of the decade" (European Commission 2018a: 64).

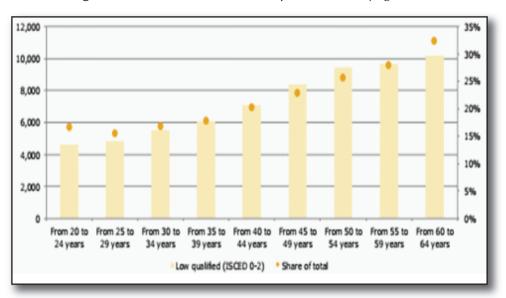


Diagram 4: Share and Number of low- qualified adults by age (2017)

Source: EU Labour Force Survey, Eurostat. Online data code: [lfsa_pgaed], as cited in European Commission, 2018a: 70.

According to the European Commission, "the overall number of low-qualified adults has been falling with each younger cohort. For example, in 2017 around 4.6 million young adults aged 20-24 did not possess at least a medium-level qualification, compared with 10.2 million adults aged 60-64. However, the relative decline — i.e. the decline of the share of low-qualified among the total population in the appropriate cohort — has been very slow for the four youngest cohorts in the labour market" (European Commission 2018a: 70). This is another clear indication of the disassociation of the younger population from the labour market. Additionally it should be noted that clearly the younger people and especially the ones with less qualifications and skills face enormous difficulties to be integrated in the changing labour market. As Andy Green (2017: 7) points out, "the 2007/2008 financial crisis and the ensuing recession and austerity dramatized the situation of young people because they were the age group which was hardest hit in terms of rising unemployment and declining real wages".

The **employment rates of recent graduates** target continues to recover from the 2008 crisis and have improved slightly since the previous year, standing now at 80,2%, higher than the 78,2% in 2016 and close to reach the benchmark of 82% in 2020 (European Commission, 2018a: 56 & Eurostat {EU-LFS, 2013-2016}, Online data code: [edat_lfse_24], as cited in European Commission, 2017: 118). The employment rates of

recent graduates was, in 2017, "84.9 % for tertiary graduates, 76.6 % for those with uppersecondary or post-secondary vocational qualification and 64.1 % for those with a general upper-secondary qualification" (European Commission 2018a: 56). The abovementioned highlight the role of the qualifications and skills in the integration in the labour market (see Figure 3). Indeed "the differences between the types of graduates are substantial... (while) the mismatch remains high, particularly among bachelor's diploma holders" (European Commission 2017: 12- 13). Further, it should be noted at this point that there are major differences between the Member States in terms of the employment rates of recent graduates, since youth unemployment remains remarkably high in Southern Countries, heavily affected by the Crisis and the Recession, such as Greece, Spain and Italy (see Papadakis, Drakaki, Kyridis, Papargyris 2017: 8-10 and analytically European Commission 2018a: 56).

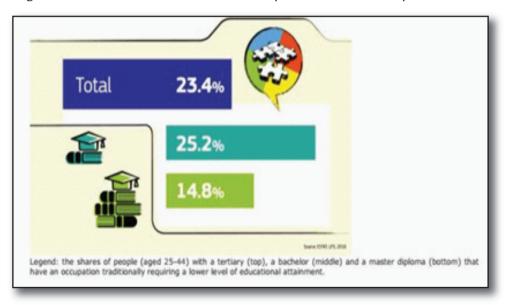


Figure 3: Mismatch between the educational capital/ level and the occupation, in 2016

Source: European Commission 2017: 13

Even though supply and demand in skills seem to move towards the same direction, supply seems to rise quite faster than demand when it comes to Higher Education Graduates, namely highly skilled human resources (see European Commission, 2012: 55-67, CEDEFOP 2016 and Figure 4).

That highlights the tendency towards the increase of the gap, in terms of employability, between Higher Education Graduates and their less qualified peers.

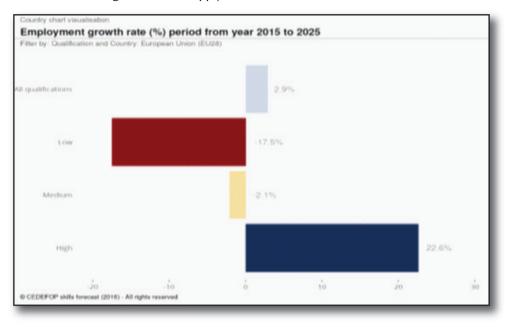


Figure 4: Skills supply and demand trends, 2015-2025

Source: CEDEFOP (2016): http://www.cedefop.europa.eu/en/publications-and-resources/datavisualisations/employment-trends

The Crisis has affected the field and probably will increase further the existing skills miss-match (especially regarding low- and medium- skilled) in quantitative terms (see European Commission, 2011a: 78-79, European Commission, 2012: 56-67). Despite VET development and prioritization, Training cannot operate individually in order to support the broader role- mission (given by the Commission within both the Lisbon Strategy and the EU2020) in tackling unemployment and recession side effects. In other words, it cannot operate as a Pool of Siloam. What we actually need is a major paradigm shift in the core of the existing public policy complex, as such.

3. Challenges for Teachers and Educational Systems

A ll the abovementioned, highlight some of the major current challenges for teachers, as well as for teachers' professional development:

• The, rather discouraging, pupils' performance in PISA and subsequently the high rates of underachievement in reading, maths and sciences, emphasize the need for an actual turn towards the competence- based learning paradigm within schools and subsequently the need towards further in-school teachers' training, aiming at the enhancement of the abovementioned paradigm of teaching- learning process.

- Consequently, the transition to a more "open-contingent" approach of school management and leadership (see Mavrikakis 2017: 525) could respond more effectively and efficiently to the changing relationship between the School and its more "liquid" context.
- The high rates and the complexity of socio- economic inequalities, that interact and reproduce educational inequalities (see Green 2017: 11 and Wilkinson & Pickett 2009), as well as the emerging issue of the educational poverty set a clear challenge. Education has (despite its existing dissociation from the labour market) a key role to play in life chances, since at the European level there is a strong association between educational attainment and social outcomes: "people with only basic education are almost three times more likely to live in poverty or social exclusion than those with tertiary education. In 2016, only 44.0 % of young people (18-24) who had finished school below the upper secondary level were employed. And in the general population (15-64), unemployment is much more prevalent among those with only basic education (16.6 %) than for the tertiary educated (5.1 %)" (European Commission 2017: 9). All the abovementioned set a clear challenge and subsequently a demand for more individualized approaches to teaching methods, as well as for the re-distribution of the education opportunities in advance of the ones who lack socio- economic capital and the ones who belong to minor ethno-cultural groups.
- Additionally, given the multicultural nature of our societies, currently "education seems to face many challenges, while protecting human rights and keeping global peace. Multicul-tural classroom can reconcile cultural pluralism, towards an education that supports ethnic minorities and includes traditional cultures in its daily curriculum" (Calogiannakis, Papadakis, Ifanti 2018: 7). Such a task should be prioritized in teachers' professional development.
- Given the abovementioned, the increased autonomy of schools and teachers in their pedagogical role is of vital importance, setting the institutional challenge for many EU countries towards a more actual regionalization and decentralization of educational policy and subsequently the one of further relating school and curricula with the local needs and demands. Teachers' role in the implementation of such reforms should and could be decisive (since teachers are mainstreamers of any educational policy) and highlights the importance of teachers' training and reskilling, in order to provide them with the skills and competences, required to act in a more responsive and reflective way, in daily practice.

4. Conclusions and Discussion: On the current European Education & Training Policy, the challenges and the drivers for change.

The EU2020 has introduced new benchmarks and headline targets in the fields of education, training and LLL. It has increased its social dimension comparing with the Lisbon Strategy (see analytically Papadakis 2016: 122-124) and it clearly emphasizes employability. But it seems that the prevalence of the economic rationality still exists.

EU2020 seems less maximalistic than the Lisbon Strategy, even-though some of the key objectives and subsequently expectations seem difficult (at least at the moment) to be achieved. It follows the methodological tradition of the Lisbon Strategy in policy making, but on the other hand it introduces new, more elaborated, policy tools (such as JAF) in order to achieve fine tuning at both supranational and national level (see Papadakis & Drakaki 2016 and Papadakis 2019).

The transformations and modifications related to the policy making process as well as the benchmarking, are remarkable, yet in some cases complicated enough.

All the abovementioned raise inevitable policy- driven questions:

Is it a better strategy? Definitely yes.

Is it a totally new one comparing with the Lisbon Strategy? Not, in fact.

Taking into account the methodological legacy of the Lisbon Strategy, as well as its inability to reach most of its benchmarks at the EU level (see analytically Papadakis 2016: 86-89), the emerging question is the following: Is another European policy on Education and VET feasible, given the social impact of the Crisis and subsequently the Recession. It seems that it is, but is it the proper one? Undoubtedly the Education and Training Strategy, within the framework of the EU2020, is achieving remarkable progress and is gradually reaching the targets set in several major policy- domains. is that enough, given i.e. the persistent role of the socio- economic inequalities in educational performance and issues, such as the educational poverty. According to the European Commission, there is a strong association between educational attainment and social outcomes. "People with only basic education are almost three times more likely to live in poverty or social exclusion than those with tertiary education" (European Commision 2017: 9), while major inequalities "do not only raise concerns in terms of fairness, as they usually reflect a high risk of poverty and social exclusion, but also in economic terms, as they lead to an under-utilisation of human capital. Inter-generational transmission of poverty compounds these negative impacts" (European Commision 2017: 22).

The European Commission insists on the need for reforms, because of the social effects of the crisis. Who could disagree? But, it seems to insist, simultaneously, on the prioritization of the macro-economic surveillance of the reforms, rather than to the Welfare

priorities and needs. And we have to re-consider that. In any case, some the actual problems remain "un-solved", despite the remarkable progress achieved especially within the last 4 years. These challenges cannot certainly be addressed, just by the "remedy" named employability and flexibility, via LLL and Training. Training as such is undoubtedly important, yet it is not the cure for the multidimensional unemployment. The problems, inherited by the previous decade, "notably, the gradual abandonment of regulation, the deficits and in some cases ambiguity in decision making at the EU level, the relevant fragmentations, the existing asymmetries and gaps among the M-S (deepening, due to the crisis) and a 'tradition' of procedural fetishism now coexist with enlarged social insecurity, institutional de-legitimation and deficits in governance at the EU level" (Papadakis & Drakaki 2016: 182). This challenge cannot be sufficiently addressed by just the existing (clearly improved comparing to the previous one) Education & Training Strategy (without underestimating its importance and necessity). It further requires substantial reforms in the public policy complex and a new "balance" between the macroeconomic agenda and the Welfare policies, aiming at the empowerment of the redistributive role of education and the enhancement of the Welfare State.

All the abovementioned inevitably affect the VET and LLL strategy within the EU2020. A strategy which "however, has to remain visible and sustainable, since it is directly related to the sustainability of the European Union" (Papadakis & Drakaki 2016: 182-183). Education can increase public trust and subsequently persuade the citizens of our frightened region that the future lasts long (in Louis Althusser's terms).

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