



2020/0030(NLE)

3.4.2020

DRAFT REPORT

on the proposal for a Council decision on guidelines for the employment policies of the Member States
(COM(2020)0070 – C9-0079/2020 – 2020/0030(NLE))

Committee on Employment and Social Affairs

Rapporteur: José Gusmão

Symbols for procedures

- * Consultation procedure
- *** Consent procedure
- ***I Ordinary legislative procedure (first reading)
- ***II Ordinary legislative procedure (second reading)
- ***III Ordinary legislative procedure (third reading)

(The type of procedure depends on the legal basis proposed by the draft act.)

Amendments to a draft act

Amendments by Parliament set out in two columns

Deletions are indicated in ***bold italics*** in the left-hand column. Replacements are indicated in ***bold italics*** in both columns. New text is indicated in ***bold italics*** in the right-hand column.

The first and second lines of the header of each amendment identify the relevant part of the draft act under consideration. If an amendment pertains to an existing act that the draft act is seeking to amend, the amendment heading includes a third line identifying the existing act and a fourth line identifying the provision in that act that Parliament wishes to amend.

Amendments by Parliament in the form of a consolidated text

New text is highlighted in ***bold italics***. Deletions are indicated using either the ■ symbol or strikeout. Replacements are indicated by highlighting the new text in ***bold italics*** and by deleting or striking out the text that has been replaced.

By way of exception, purely technical changes made by the drafting departments in preparing the final text are not highlighted.

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DRAFT EUROPEAN PARLIAMENT LEGISLATIVE RESOLUTION

on the proposal for a Council decision on guidelines for the employment policies of the Member States

(COM(2020)0070 – C9-0079/2020 – 2020/0030(NLE))

(Consultation)

The European Parliament,

- having regard to the Commission proposal to the Council (COM(2020)0070),
 - having regard to Article 148(2) of the Treaty on the Functioning of the European Union, pursuant to which the Council consulted Parliament (C9-0079/2020),
 - having regard to Rule 82 of its Rules of Procedure,
 - having regard to the report of the Committee on Employment and Social Affairs (A9-0000/2020),
1. Approves the Commission proposal as amended;
 2. Calls on the Commission to alter its proposal accordingly, in accordance with Article 293(2) of the Treaty on the Functioning of the European Union;
 3. Calls on the Council to notify Parliament if it intends to depart from the text approved by Parliament;
 4. Asks the Council to consult Parliament again if it intends to substantially amend the Commission proposal;
 5. Instructs its President to forward its position to the Council and the Commission.

Amendment 1

Proposal for a decision

Recital 1

Text proposed by the Commission

(1) Member States and the Union are to work towards developing a coordinated strategy for employment ***and particularly for promoting a skilled, trained and adaptable workforce***, as well as labour markets that are responsive to economic change, with a view to achieving the objectives of full employment and social

Amendment

(1) Member States and the Union are to work towards developing a coordinated strategy for employment, as well as labour markets that are responsive to economic change, with a view to achieving the objectives of full employment and social progress, and a high level of protection and improvement of the quality of the

progress, ***balanced growth*** and a high level of protection and improvement of the quality of the environment ***set out in Article 3 of the Treaty on European Union***. Member States shall regard promoting employment as a matter of common concern and shall coordinate their action in this respect within the Council, taking into account national practices related to the responsibilities of management and labour.

environment. Member States shall regard promoting employment as a matter of common concern and shall coordinate their action in this respect within the Council, taking into account national practices related to the responsibilities of management and labour. ***In that context, the current COVID-19 crisis, which will have a severe and long-lasting impact on Union labour markets, calls for a paradigm shift, including large-scale and coordinated policy efforts, in order to provide employment and income support and to stimulate the economy and labour demand. Those measures not only cushion enterprises and workers against immediate employment and income losses, but they also help prevent a chain of supply and demand shocks that could lead to a prolonged economic recession.***

Or. en

Amendment 2

Proposal for a decision

Recital 2

Text proposed by the Commission

(2) The Union ***is to combat*** social exclusion and discrimination and promote social justice and protection, as well as equality between women and men, solidarity between generations and the protection of the rights of the child. In defining and implementing its policies and activities, the Union is to take into account requirements linked to the promotion of ***a high level of*** employment, the guarantee of ***adequate*** social protection, the fight against poverty and social exclusion and a high level of education and training as set out in Article 9 of the Treaty on the Functioning of the European Union.

Amendment

(2) ***In order to fully achieve its founding principles - social cohesion and peace -, to an even greater extent in a moment of deep crisis where those principles will be challenged,*** the Union ***should have at the top of its political priorities the fight against poverty,*** social exclusion and discrimination and ***should*** promote social justice and protection, as well as equality between women and men, solidarity between generations, ***the inclusion of persons with disabilities,*** and the protection of the rights of the child ***and other highly disadvantaged groups.*** In defining and implementing its policies and activities, the Union is to take into account requirements linked to the promotion of ***inclusive labour markets and full***

employment, ***the existence of accessible and quality public services***, the guarantee of ***decent salaries and*** social protection, the fight against poverty and social exclusion and a high level of education and training as set out in Article 9 of the Treaty on the Functioning of the European Union (TFEU).

Or. en

Amendment 3

Proposal for a decision Recital 3

Text proposed by the Commission

(3) In accordance with the ***Treaty on the Functioning of the European Union*** (TFEU), the Union has developed and implemented policy coordination instruments for economic and employment policies. As part of these instruments, the present Guidelines for the Employment Policies of the Member States, together with the Broad Guidelines for the Economic Policies of the Member States and of the Union set out in Council Recommendation (EU) 2015/1184 ^(*5*), form the Integrated Guidelines. They are to guide policy implementation in the Member States and in the Union, reflecting the interdependence between the Member States. The resulting set of coordinated European and national policies and reforms are to constitute an appropriate ***overall sustainable economic and employment policy mix, which should achieve positive spill-over effects.***

Amendment

(3) In accordance with the TFEU, the Union has developed and implemented policy coordination instruments for economic and employment policies. As part of these instruments, the present Guidelines for the Employment Policies of the Member States, together with the Broad Guidelines for the Economic Policies of the Member States and of the Union set out in Council Recommendation (EU) 2015/1184⁵, form the Integrated Guidelines. They are to guide policy implementation in the Member States and in the Union, reflecting the interdependence between the Member States. The resulting set of coordinated European and national policies and reforms are to constitute an appropriate ***and effective response to the impact of COVID-19 on Member States' labour markets and economies and to ensure a sustainable, fair and socially just recovery in line with the European Pillar of Social Rights, the revised European Social Charter, the Sustainable Development Goals and the Paris Agreement, while addressing the decline of collective bargaining coverage.***

⁵ Council Recommendation (EU) 2015/1184 of 14 July 2015 on broad guidelines for the economic policies of the Member States and of the European Union (OJ L 192, 18.7.2015, p. 27).

⁵ Council Recommendation (EU) 2015/1184 of 14 July 2015 on broad guidelines for the economic policies of the Member States and of the European Union (OJ L 192, 18.7.2015, p. 27).

Or. en

Amendment 4

Proposal for a decision

Recital 4

Text proposed by the Commission

(4) The Guidelines for the Employment Policies are consistent with ***the Stability and Growth Pact***, the existing Union legislation and various Union initiatives, including the Council recommendation of 22 April 2013 on establishing a Youth Guarantee ⁽⁶⁾, the Council Recommendation of 15 February 2016 on the integration of the long-term unemployed into the labour market ⁽⁷⁾, the Council Recommendation of 19 December 2016 on Upskilling Pathways ⁽⁸⁾, the Council Recommendation of 15 March 2018 on a European Framework for Quality and Effective Apprenticeships ⁽⁹⁾, the Council Recommendation of 22 May 2018 on Key Competences ***and*** Lifelong Learning ⁽¹⁰⁾, the Council Recommendation of 22 May 2019 on High Quality Early Childhood Education and Care Systems ⁽¹¹⁾ and the Council Recommendation of 8 November 2019 on Access to Social Protection ⁽¹²⁾.

Amendment

(4) The Guidelines for the Employment Policies are consistent with the existing Union legislation and various Union initiatives, including the Council recommendation of 22 April 2013 on establishing a Youth Guarantee⁶, the Council Recommendation of 15 February 2016 on the integration of the long-term unemployed into the labour market⁷, the Council Recommendation of 19 December 2016 on Upskilling Pathways: ***New Opportunities for Adults***⁸, the Council Recommendation of 15 March 2018 on a European Framework for Quality and Effective Apprenticeships⁹, the Council Recommendation of 22 May 2018 on key competences ***for*** lifelong learning¹⁰, the Council Recommendation of 22 May 2019 on High-Quality Early Childhood Education and Care Systems¹¹ and the Council Recommendation of 8 November 2019 on access to social protection ***for workers and the self-employed***¹². ***Following the Council decision of 23 March 2020 to activate the so-called ‘General escape clause’, those guidelines diverge from the Stability and Growth Pact in order to allow Member States full flexibility to promote and protect quality jobs and working conditions and to finance public health and social services.***

⁶ OJ C 120, 26.4.2013, p. 1.

⁷ OJ C 67, 20.2.2016, p. 1.

⁸ OJ C 484, 24.12.2016, p. 1.

⁹ OJ C 153, 2.5.2018, p. 1.

¹⁰ OJ C 189, 4.6.2018, p. 1–13

¹¹ OJ C 189, 5.6.2019, p. 4–14

¹² OJ C 387, 15.11.2019, p. 1–8

⁶ **Council Recommendation of 22 April 2013 on establishing a Youth Guarantee** (OJ C 120, 26.4.2013, p. 1).

⁷ **Council Recommendation of 15 February 2016 on the integration of the long-term unemployed into the labour market** (OJ C 67, 20.2.2016, p. 1).

⁸ **Council Recommendation of 19 December 2016 on Upskilling Pathways: New Opportunities for Adults** (OJ C 484, 24.12.2016, p. 1).

⁹ **Council Recommendation of 15 March 2018 on a European Framework for Quality and Effective Apprenticeships** (OJ C 153, 2.5.2018, p. 1).

¹⁰ **Council Recommendation of 22 May 2018 on key competences for lifelong learning** (OJ C 189, 4.6.2018, p. 1).

¹¹ **Council Recommendation of 22 May 2019 on High-Quality Early Childhood Education and Care Systems** (OJ C 189, 5.6.2019, p. 4).

¹² **Council Recommendation of 8 November 2019 on access to social protection for workers and the self-employed** (OJ C 387, 15.11.2019, p. 1).

Or. en

Amendment 5

Proposal for a decision

Recital 5

Text proposed by the Commission

(5) The European Semester ***combines the different instruments in an overarching framework for integrated multilateral coordination and surveillance of economic and employment policies.*** While pursuing environmental sustainability, productivity, fairness and stability, the European Semester ***integrates*** the principles of the European Pillar of

Amendment

(5) The European Semester ***and the Economic Governance framework should be subject to a complete revision based on sound economic principles.*** While pursuing environmental sustainability, productivity, fairness and stability, the European Semester ***should further integrate*** the principles of the European Pillar of Social Rights, including ***stronger***

Social Rights, including **strong** engagement with social partners, civil society and other stakeholders. **It supports** the delivery of the Sustainable Development Goals ⁽¹³⁾. The Union and Member States' employment and economic policies should go hand in hand with Europe's transition to a climate neutral, environmentally sustainable and digital economy, **while improving competitiveness, fostering innovation, promoting** social justice and equal opportunities as well as tackling inequalities and regional disparities.

¹³ UN Resolution A/RES/70/1

engagement with **the** social partners, civil society and other stakeholders **and support** the delivery of the Sustainable Development Goals¹³. The Union and Member States' employment and economic policies should go hand in hand with Europe's **response to the crisis, while ensuring the** transition to a climate neutral, environmentally sustainable, **inclusive** and digital economy **that promotes** social justice and equal opportunities as well as tackling inequalities and regional disparities.

¹³ UN Resolution A/RES/70/1.

Or. en

Amendment 6

Proposal for a decision Recital 6

Text proposed by the Commission

(6) Climate change and environmental related challenges, globalisation, digitalisation and demographic change **will transform** European economies and societies. The Union and its Member States should work together to **effectively address these structural factors** and adapt existing systems as needed, recognising the close interdependence of the Member States' economies and labour markets **and related** policies. This requires a coordinated, ambitious and effective policy action at both Union and national levels, **in accordance with the TFEU and the Union's provisions on economic governance**. Such policy action should encompass a boost in **sustainable** investment, **a renewed commitment to appropriately sequenced structural reforms that improve productivity, economic growth, social and territorial**

Amendment

(6) Climate change and environmental related challenges, globalisation, digitalisation and demographic change **are transforming** European economies and societies, **as shown by the COVID-19 crisis**. The Union and its Member States should work together to **respond to this new and unprecedented situation by embedding social rights and working towards a reduction of poverty and inequality** and adapt existing systems as needed, recognising the close interdependence of the Member States' economies and labour markets, **social and environmental** policies. This requires a coordinated, ambitious and effective policy action at both Union and national levels. Such policy action should encompass a boost in **social and environmental** investment, **efficient long-term measures needed to mitigate the impact of the crisis,**

cohesion, upward convergence, resilience and the exercise of fiscal responsibility. It should combine supply- and demand side measures, while taking into account their environmental, employment and social impact.

and financial assistance to both undertakings and households, including those facing a higher risk of poverty. It should combine supply and demand side measures, while taking into account their environmental, employment and social impact.

Or. en

Amendment 7

Proposal for a decision Recital 7

Text proposed by the Commission

(7) The European Parliament, the Council and the Commission signed an inter-institutional proclamation for a European Pillar of Social Rights⁽¹⁴⁾. The Pillar sets out twenty principles and rights to support well-functioning and fair labour markets and welfare systems, structured around three categories: equal opportunities and access to the labour market, fair working conditions and social protection and inclusion. The principles and rights give direction to our strategy making sure that the transitions to climate-neutrality and environmental sustainability, digitalisation and demographic change are socially fair and just. The Pillar ***constitutes*** a reference framework to monitor the employment and social performance of Member States, ***to drive reforms at national, regional and local level and to reconcile the “social” and the “market” in today’s modern economy, including by promoting the social economy.***

Amendment

(7) The European Parliament, the Council and the Commission signed an Inter-institutional Proclamation ***on*** the European Pillar of Social Rights¹⁴ ***(the ‘Pillar’)***. The Pillar sets out twenty principles and rights to support well-functioning and fair labour markets and welfare systems, structured around three categories: equal opportunities and access to the labour market, fair working conditions and social protection and inclusion. The principles and rights give direction to our strategy making sure that the transitions to climate-neutrality and environmental sustainability; digitalisation and demographic change are socially fair and just. ***Considering that*** the Pillar ***and its principles constitute*** a reference framework to monitor the employment and social performance of Member States, ***the Employment Guidelines can be an important tool for Member States in developing and implementing policies and measures not only to temporarily mitigate the economic and social impact of the COVID-19 crisis, but also to emerge from the crisis with a better balanced and inclusive economy without undermining labour rights and pursuing the objective of upward convergence .***

¹⁴ OJ C 428, 13.12.2017, p. 10.

¹⁴ OJ C 428, 13.12.2017, p. 10.

Or. en

Amendment 8

Proposal for a decision Recital 8

Text proposed by the Commission

(8) Reforms to the labour market, including the national wage-setting mechanisms, should **follow** national practices of social dialogue and **allow** the necessary opportunity for a broad consideration of socioeconomic issues, including improvements in sustainability, competitiveness, innovation, job creation, lifelong learning and training policies, working conditions, education and skills, public health and inclusion and real incomes.

Amendment

(8) Reforms to the labour market, including the national wage-setting mechanisms, should ***promote a swift recovery, while following*** national practices of social dialogue and ***allowing*** the necessary opportunity for a broad consideration of socioeconomic issues, including improvements in sustainability, competitiveness, innovation, job creation, lifelong learning and training policies, working conditions, education and skills, public health and inclusion and real incomes. ***To that end, Member States should strengthen and promote collective bargaining in order to ensure a democratic, inclusive and socially just recovery.***

Or. en

Amendment 9

Proposal for a decision Recital 9

Text proposed by the Commission

(9) Member States ***and the Union*** should ensure that ***the transformations*** are fair and socially just, strengthening the drive towards ***an*** inclusive and resilient society in which people are protected and empowered to anticipate and manage change, and in which they can ***actively***

Amendment

(9) ***Particularly at a moment when, both at economic and social level, immense changes will challenge the Union as a consequence of the COVID-19 crisis,*** Member States should ensure that ***those changes*** are fair and socially just, strengthening the drive towards ***a more***

participate in society and the economy. Discrimination in all its forms should be tackled. **Access and** opportunities for all should be ensured and poverty and social exclusion (including that of children) should be **reduced**, in particular by ensuring an effective functioning of labour markets and of social protection systems and by removing barriers to education, training and labour-market participation, including through investments in early childhood education and care. Timely and equal access to **affordable** healthcare services, including prevention and health promotion are particularly relevant in a context **of ageing societies**. The potential of people with disabilities to contribute to economic **growth** and social development should be further realised. As new economic and business models take hold in Union workplaces, employment relationships are also changing. Member States should ensure that employment relationships stemming from new forms of work **maintain and strengthen** Europe's social model.

inclusive and resilient society in which people are protected and empowered to anticipate and manage change, and in which they can **fully** participate in society and the economy. Discrimination in all its forms should be tackled. Opportunities for all should be ensured and poverty and social exclusion (including that of children, **persons with disabilities and other highly disadvantaged groups**) should be **eradicated**, in particular by ensuring an effective functioning of **inclusive** labour markets and of **adequate** social protection systems and by removing barriers to education, training and labour-market participation, including through investments in early childhood education and care, **with reasonable accommodation both in education and at work**. Timely and equal access to **public** healthcare services, including prevention and health promotion are particularly relevant in a context **where those services are threatened and it is clear that higher and more sustainable investments should have been made sooner**. The potential of people with disabilities to contribute to economic and social development should be further realised. As new economic and business models take hold in Union workplaces, employment relationships are also changing. Member States should ensure that employment relationships stemming from new forms of work **do not increase precarious work and that the strengthening of** Europe's social model **is pursued**.

Or. en

Amendment 10

Proposal for a decision

Recital 10

Text proposed by the Commission

(10) The Integrated Guidelines should

Amendment

(10) The Integrated Guidelines should

form the basis for country-specific recommendations that the Council may address to the Member States. Member States should make full use of the European Social Fund Plus and other Union funds, including the Just Transition Fund and InvestEU, to foster employment, social investments, social ***inclusion***, accessibility, promote up- and reskilling opportunities of the workforce, lifelong learning and high quality education and training for all, including digital literacy and skills. While the Integrated Guidelines are addressed to Member States and the Union, they should be implemented in partnership with all national, regional and local authorities, closely involving parliaments, as well as the social partners and representatives of civil society.

form the basis for country-specific recommendations that the Council may address to the Member States. Member States should make full use of the European Social Fund Plus and other Union funds, including the Just Transition Fund and InvestEU, to foster ***quality*** employment ***and*** social investments, ***as well as fighting poverty and*** social ***exclusion, to foster*** accessibility, promote ***upskilling*** and reskilling opportunities of the workforce, lifelong learning and high quality education and training for all, including digital literacy and skills. ***Taking in consideration the consequences of the outbreak of COVID-19, the use of those funds should also play a strong role in the reinforcement of public services, particularly in the areas of health and housing.*** While the Integrated Guidelines are addressed to Member States and the Union, they should be implemented in partnership with all national, regional and local authorities, closely ***and actively*** involving, ***in their implementation, monitoring and evaluation,*** parliaments, as well as the social partners and representatives of civil society.

Or. en

Amendment 11

Proposal for a decision Annex I – Guideline 5 – title

Text proposed by the Commission

Guideline 5: Boosting the demand for labour

Amendment

Guideline 5: Boosting the demand for labour ***and protecting workers, jobs and incomes***

Or. en

Amendment 12

Proposal for a decision

Annex I – Guideline 5 – paragraph 1

Text proposed by the Commission

Member States should actively promote a sustainable **social market** economy **and facilitate** and support investment in the creation **of quality** jobs. **To this end**, they should **reduce the barriers that businesses face in hiring people**, foster responsible entrepreneurship and genuine self-employment and, in particular, support the creation and growth of micro-, small- and medium-sized enterprises, including through access to finance. Member States should actively promote the development of the social economy, foster social innovation, social enterprises, and encourage those **innovative** forms of work, **creating** quality job opportunities and **generating** social benefits at local level.

Amendment

In the context of the COVID-19 crisis, Member States should actively promote **full employment based on quality jobs in** a sustainable economy and support investment in the **Just Transition Fund**.

Recognising that State investment plays a crucial role in job creation, Member States should lead a major public investment drive and smart and ambitious employment policies to create jobs.

Member States should adapt their employment policies and coordinate, at Union level, the implementation of best practices with regard to temporary measures that protect all workers and labour markets. Such measures should include wage subsidies and subsidies for full pay, short-time working arrangements; income support and extension of unemployment benefit schemes; the extension of paid sick leave and carers' leave; remote teleworking arrangements; and tripartite agreements between State, workers and employers that guarantee jobs, wages and working conditions. Member States should step up their support to businesses that are struggling as a result of the crisis provided that those businesses retain all their staff, including non-standard

workers. Member States should also consider suspending dismissals during the crisis period.

Member States should ensure the involvement of the social partners in the development and implementation of such measures.

Such measures should be extended to cover self-employed persons and all other non-standard workers, including platform workers.

Those measures should be sustained over time until a full economic recovery has been reached, after which they should be phased out.

Particular attention should be paid to guaranteeing the rights and jobs of mobile workers and frontier workers that are affected by the closing of borders between Member States.

Additional Union funding should be made available to support Member States in implementing the measures and Member States should make full use of existing funds and financial instruments in the most flexible manner adapted to Member States' needs.

To ensure adequate social and environmental investments in a genuine just transition and the implementation of the European Pillar of Social Rights and the UN's Sustainable Development Goals, social spending and investments in sustainable, quality jobs should be exempt from the euro area fiscal rules.

*Member States should foster responsible entrepreneurship and genuine self-employment and, in particular, support the creation and growth of micro, small and medium-sized enterprises, including through access to finance. Member States should actively promote the development of the social economy, foster social innovation, social enterprises, and encourage those forms of work **that create** quality job opportunities and **generate***

social benefits at local level.

In that regard, policies supporting the creation of new sources of employment should be implemented, in public services of general interest, in particular childcare, healthcare, housing as well as in just transition sectors.

Or. en

Amendment 13

Proposal for a decision

Annex I – Guideline 5– paragraph 2

Text proposed by the Commission

The tax burden should be shifted away from labour to ***other sources more supportive to employment and inclusive growth*** and at the same time aligned with climate and environmental objectives, taking account of the redistributive effect of the tax system, while protecting revenue for adequate social protection ***and growth-enhancing expenditure***.

Amendment

The tax burden should be shifted away from labour to ***top managerial income, profits and wealth*** and at the same time aligned with climate and environmental objectives, taking account of the redistributive effect of the tax system, while protecting revenue for adequate social protection.

Or. en

Amendment 14

Proposal for a decision

Annex I – Guideline 5 – paragraph 3

Text proposed by the Commission

Member States having in place national mechanisms for the setting of statutory minimum wages should ensure an effective involvement of social partners in a transparent and predictable manner ***allowing for an adequate responsiveness of wages to productivity developments*** and providing fair wages for a decent standard of living, paying particular attention to lower and ***middle income*** groups with a

Amendment

Policies to ensure that wages allow an adequate living income remain important to create employment and decrease poverty in the Union as do those to ensure the compatibility of paid work and entitlement to State allowances compensating for the barriers faced by the most marginalised groups. Member States having in place national mechanisms for the setting of statutory minimum wages

view to upward convergence. These mechanisms should take into account economic performance across regions and sectors. Member States should promote social dialogue and collective bargaining with a view to wage setting. Respecting national practices, Member States and social partners should ensure that all workers are entitled to adequate and fair wages through collective agreements or adequate statutory minimum wages, ***taking into account their impact on competitiveness, job creation and in-work poverty.***

should ensure an effective involvement of ***the*** social partners in a transparent and predictable manner and providing fair wages for a decent standard of living, paying particular attention to lower and ***middle-income*** groups with a view to upward convergence. These mechanisms ***should ensure sufficient resources to satisfy basic needs, taking account poverty indicators specific to each Member State, and*** should take into account economic performance across regions and sectors. Member States should promote social dialogue and collective bargaining with a view to wage setting ***and combatting in-work poverty.*** Respecting national practices, Member States and ***the*** social partners should ensure that all workers are entitled to adequate and fair wages through collective agreements or adequate statutory minimum wages, ***and that discriminatory practices such as youth minimum wages are abolished.***

Or. en

Amendment 15

Proposal for a decision Annex I – Guideline 6 – title

Text proposed by the Commission

Guideline 6: ***Enhancing labour supply and*** improving access to employment, skills and competences

Amendment

Guideline 6: ***Facing the challenges of an economic and social crisis while*** improving access to employment, skills and competences

Or. en

Amendment 16

Proposal for a decision Annex I – Guideline 6 – paragraph 1

Text proposed by the Commission

In the context of technological and environmental transitions, as well as **demographic change**, Member States should promote sustainability, productivity, employability and human **capital**, fostering relevant knowledge, skills and competences throughout people's lives, responding to current and future labour market needs. Member States should **also adapt and invest** in their education and training systems to provide high quality and inclusive education, including vocational education and training. Member States should work together with the social partners, education and training providers, enterprises and other stakeholders to address structural weaknesses in education and training systems and improve their quality and labour market relevance, also with a view to enabling the environmental transition. Particular attention should be paid to challenges of the teaching profession. Education and training systems should equip all learners with key competences, including basic and digital skills as well as transversal competences to lay the foundations for adaptability later in life. Member States should seek to ensure the transfer of training entitlements during professional career changes, including, where appropriate, through individual learning accounts. They should **enable everyone to anticipate and better adapt to labour market needs notably through continuous reskilling and upskilling, with a view to supporting** fair and just transitions for all, **strengthening** social outcomes, **addressing** labour market shortages and **improving** the overall resilience of the economy to shocks.

Amendment

Given the impact of the outbreak of COVID-19, immediate measures are needed to adapt the labour supply to current societal needs.

In the ***past*** context of ***the continuous*** technological and environmental transitions, as well as ***the present*** ***challenges arising as a consequence of the outbreak of COVID-19***, Member States should promote ***social rights***,

sustainability, productivity, employability and human **capabilities**, fostering relevant knowledge, skills and competences throughout people's lives, responding to current **unemployment crisis and preparing present** and future labour market needs. Member States' **needs of reskilling and upskilling their workforce in order to respond to the crisis** should **be reinforced by investment** in their **public** education and training systems to provide high quality and inclusive education, including vocational education and training **and formal and informal lifelong learning**. Member States should work together with the social partners, education and training providers, enterprises, **social non-governmental organisations** and other stakeholders to address structural **and renewed** weaknesses in education and training systems and improve their quality and labour market relevance, also with a view to enabling the **simultaneous** environmental transition. **Member States should establish paid educational leave policies, in line with the International Labour Organization's 1974 Paid Educational Leave Convention, which allow workers to attend training programmes during working hours at no cost to the workers.** Particular attention should be paid to challenges of the teaching profession. Education and training systems should equip all learners with key competences, including basic and digital skills as well as transversal competences to lay the foundations for adaptability later in life. Member States should seek to ensure the transfer of training entitlements during professional career changes, including, where appropriate, through individual learning accounts. They should **guarantee at the same time that this approach does not put in jeopardy the humanistic nature of education as well as the aspirations of individuals. It is crucial that Member States undertake early action to avoid the scarring effect for individuals and societies of being outside the labour market. To that end, the European Social**

Fund should support fair and just transitions for all *with a sufficient coverage and level of unemployment benefits, strengthen* social outcomes, *address* labour market shortages and *improve* the overall resilience of the economy to shocks.

Or. en

Amendment 17

Proposal for a decision

Annex I – Guideline 6 – paragraph 2

Text proposed by the Commission

Member States should foster equal opportunities for all by addressing inequalities in education and training systems, including by providing access to good quality early childhood education. They should raise overall education levels, reduce the number of young people leaving school early, increase access to and completion of tertiary education and increase adult participation in continuing learning, particularly among learners from disadvantaged backgrounds, the least qualified. Taking into account new requirements in digital, green and ageing societies, Member States should strengthen work-based learning in their vocational education and training systems (VET) (including through quality and effective apprenticeships) and increase the number of Science, Technology, Engineering and Mathematics (STEM) graduates both in medium-level VET and in tertiary education. Furthermore, Member States should enhance the labour-market relevance of tertiary education and research, improve skills monitoring and forecasting, make skills more visible and qualifications comparable, including those acquired abroad, and increase opportunities for recognising and validating skills and competences acquired outside formal

Amendment

Member States should foster equal opportunities for all by addressing inequalities in education and training systems, including by providing access to good quality *and inclusive* early childhood education. They should raise overall education levels, reduce the number of young people leaving school early, increase access to and completion of tertiary education and increase adult participation in continuing learning, particularly among learners from disadvantaged backgrounds, *frequently* the least qualified. Taking into account new requirements in digital, green and ageing societies, Member States should strengthen work-based learning in their vocational education and training systems (VET) (including through quality and effective apprenticeships) and, *not underestimating the importance of continuous investment in human sciences*, increase the number of Science, Technology, Engineering and Mathematics (STEM) graduates *within a gender balanced approach* both in medium-level VET and in tertiary education. Furthermore, *where appropriate* Member States should enhance the labour-market relevance of tertiary education and research, improve skills monitoring and forecasting, make skills more visible and

education and training. They should upgrade and increase the supply and take-up of flexible continuing vocational education and training. Member States should also support low skilled adults to maintain or develop their long-term employability by boosting access to and take up of quality learning opportunities, through the implementation of Upskilling Pathways, including a skills assessment, an offer of education and training matching labour market opportunities, and the validation and recognition of the skills acquired.

qualifications comparable ***in a non-standardised way***, including those acquired abroad, and increase opportunities for recognising and validating skills and competences acquired outside formal education and training. They should upgrade and increase the supply and take-up of ***more flexible and inclusive*** continuing vocational education and training. Member States should also support, ***through public services***, low skilled adults to maintain or develop their long-term employability by boosting access to and take up of quality learning opportunities, through the implementation of Upskilling Pathways, including a skills assessment, an offer of education and training matching labour market opportunities, and the ***formal*** validation and ***certified*** recognition of the skills acquired.

Or. en

Amendment 18

Proposal for a decision

Annex I – Guideline 6 – paragraph 3

Text proposed by the Commission

Member States should provide unemployed ***and inactive*** people with effective, timely, coordinated and tailor-made assistance based on support for job-search, training, requalification and access to other enabling services. Comprehensive strategies that include in-depth individual assessment of unemployment should be pursued as soon as possible with a view to significantly reducing and preventing long-term and structural unemployment. Youth unemployment and the issue of young people not in employment, education or training, should continue to be addressed through prevention of early school leaving and structural improvement in the school-to-work transition, ***including*** through the

Amendment

Within the Union's active inclusion framework, Member States should provide unemployed people with effective, timely, coordinated and tailor-made assistance based on support for job-search, training, requalification and access to other enabling services, ***in particular in the areas of health and housing. Particularly in the present context of the outbreak of COVID-19***, comprehensive strategies that include in-depth individual assessment of unemployment should be pursued as soon as possible with a view to significantly reducing and preventing ***the risk of rising*** long-term and structural unemployment. ***Member States should, with the involvement of the social partners,***

full implementation of *the* Youth Guarantee (¹⁵).

establish or enhance job transition support mechanisms and systems, with support from the European Social Fund. Youth unemployment and the issue of young people not in employment, education or training, should continue to be addressed through prevention of early school leaving and structural improvement in the school-to-work transition and access to quality employment in the context of rising precarious work for young people. The issue should also be addressed through the full implementation of an effective Youth Guarantee, which provides tailored support to vulnerable young people who are neither in employment, education or training (NEETs) and who face diverse challenges, and which provides of high-quality offers of work, education or training, and which involves all relevant stakeholders in a meaningful manner.

¹⁵ OJ C 120, 26.4.2013, p. 1.

Or. en

Amendment 19

Proposal for a decision Annex I – Guideline 6 – paragraph 4

Text proposed by the Commission

Member States should aim to remove barriers and disincentives to, and provide incentives for, participation in the labour market, in particular for low income, *second earners* and those furthest away from the labour market. Member States should support an adapted work environment for people with disabilities, including through targeted financial support and services that enable them to participate in the labour market and in society.

Amendment

The current crisis situation and its consequences have exposed the effects caused by a labour market containing non-standard and precarious work. People in precarious work are those most affected by the crisis. This also includes self-employed people or so-called self-entrepreneurs. The rights of all workers, including self-employed people and those in non-standard forms of employment, must therefore be strengthened and guaranteed. To that end Member States should aim to remove barriers and

disincentives to, and provide incentives for **a fair** participation in the labour market, in particular for low income, **people in precarious work** and those furthest away from the labour market **or put at risk due to the consequences of the crisis**. Member States should support an adapted work environment for people with disabilities, including through targeted financial support and services that enable them to participate in the labour market and in society.

Or. en

Amendment 20

Proposal for a decision Annex I – Guideline 6 – paragraph 5

Text proposed by the Commission

Member States should ensure gender equality and increased labour market participation of women, including through ensuring equal opportunities and career progression and eliminating barriers to participation in leadership at all levels of decision-making. The gender pay **gap** should be tackled. Equal pay for equal work, or work of equal value, and pay-transparency should be ensured. The reconciliation of work, family and private life for both women and men should be promoted, in particular through access to affordable quality long-term care and early childhood education and care services. Member States should ensure that parents and other people with caring responsibilities have access to suitable family leave and flexible working arrangements in order to balance work, family and private life, and promote a balanced use of these entitlements between women and men.

Amendment

Member States should ensure gender equality and increased labour market participation of women, including through ensuring equal opportunities and career progression and eliminating barriers to participation in leadership at all levels of decision-making. The gender pay **and pension gaps** should be tackled. Equal pay for equal work, or work of equal value, and pay-transparency should be ensured. The reconciliation of work, family and private life for both women and men should be promoted, in particular through access to affordable quality long-term care and early childhood education and care services. Member States should ensure that parents and other people with caring responsibilities have access to suitable **paid** family leave and flexible working arrangements in order to balance work, family and private life, and promote a balanced use of these entitlements between women and men.

Or. en

Amendment 21

Proposal for a decision

Annex I – Guideline 7 – paragraph 1

Text proposed by the Commission

In order to benefit from a dynamic and productive workforce, new work patterns and business models, Member States should work together with the social partners on fair, transparent and predictable working conditions, ***balancing rights and obligations***. They should reduce and prevent segmentation within labour markets, fight undeclared work and foster the transition towards open-ended forms of employment. Employment protection rules, labour law and institutions should all provide ***both*** a suitable environment for recruitment, ***and the necessary flexibility for employers to adapt swiftly to changes in the economic context***, while preserving ***appropriate*** security and healthy, safe and well-adapted working environments for workers, protecting labour rights and ensuring social protection. Employment relationships that lead to precarious working conditions should be prevented, including in the case of platform workers and by fighting the abuse of atypical contracts. Access to effective and impartial dispute resolution and a right to redress, including adequate compensation, should be ensured in cases of unfair dismissal.

Amendment

In order to benefit from a dynamic and productive workforce, new work patterns and business models, Member States should work together with the social partners on fair, transparent and predictable working conditions. They should ***promote and strengthen social dialogue, including the European Work Councils, and collective bargaining at all levels in order to mitigate the impacts of the crisis and to*** reduce and prevent segmentation within labour markets, ***to*** fight undeclared work and ***bogus self-employment and to*** foster the transition towards open-ended forms of employment. Employment protection rules, labour law and institutions should all provide a suitable environment for recruitment, while preserving ***high levels of*** security and healthy, safe and well-adapted working environments for workers, protecting labour rights and ensuring social protection. Employment relationships that lead to precarious working conditions ***and social dumping*** should be prevented, including in the case of platform workers and by fighting the abuse of atypical contracts. ***To that end, Member States should fully implement the International Labour Organization's 1947 Convention on Labour Inspection and invest in effective labour inspections by sufficiently empowered competent authorities and coordinate within the framework of the European Labour Authority their efforts to combat cross-border abuse. Collective bargaining coverage should be extended to cover platform workers.*** Access to effective and impartial dispute resolution and a right to redress, including adequate compensation, should be ensured in cases of unfair

dismissal.

Or. en

Amendment 22

Proposal for a decision

Annex I – Guideline 7 – paragraph 2

Text proposed by the Commission

Policies should aim to improve and support labour-market participation, matching and transitions. Member States should effectively **activate and** enable those who can participate in the labour market. Member States should strengthen the effectiveness of active labour-market policies by increasing their targeting, outreach, coverage and **better linking them with** income support for the unemployed, whilst they are seeking work and based on their rights **and responsibilities**. Member States should aim for more effective and efficient public employment services by ensuring timely and tailor-made assistance to support jobseekers, supporting labour-market demand **and implementing performance-based management**.

Amendment

Policies should aim to improve and support labour-market participation, matching and transitions. Member States should effectively enable those who can participate in the labour market. Member States should strengthen the effectiveness of active labour-market policies by increasing their targeting, outreach, coverage and **ensuring decent** income support for the unemployed, whilst they are seeking work and based on their rights. Member States should aim for more effective and efficient public employment services by ensuring timely and tailor-made assistance to support jobseekers, supporting labour-market demand. **Quality employment should be the priority of those services and public employment services should not promote an ‘any job is better than no job’ mentality that traps people in a cycle of precarious work.**

Or. en

Amendment 23

Proposal for a decision

Annex I – Guideline 7 – paragraph 3

Text proposed by the Commission

Member States should provide the unemployed with **adequate** unemployment benefits of reasonable duration, in line with their contributions and national eligibility

Amendment

Member States should provide the unemployed with **decent** unemployment benefits of reasonable duration, in line with their contributions and national eligibility

rules. Such benefits should ***not disincentivise a prompt return to employment and should*** be accompanied by active labour market policies

rules. Such benefits should be accompanied by active labour market policies ***within public employment services and support the promotion of mutual learning mechanisms between Member States.***

Or. en

Amendment 24

Proposal for a decision Annex I – Guideline 7 – paragraph 4

Text proposed by the Commission

The mobility of learners and workers should be adequately supported with the aim of enhancing ***employability***, skills and exploiting the full potential of the European labour market, while also ensuring fair conditions for all those pursuing a cross-border activity and stepping up administrative cooperation between national administrations with regard to mobile workers. Barriers to mobility in education and training, in occupational and personal pensions and in the recognition of qualifications should be removed and recognition of qualifications made easier. Member States should take action to ensure that administrative procedures are not an unnecessary obstacle to workers from other Member States taking up employment, including for cross-border workers. Member States should also prevent abuse of the existing rules and address underlying causes of ‘brain drain’ from certain regions including through appropriate regional development measures.

Amendment

The mobility of learners and workers should be adequately supported with the aim of enhancing skills and exploiting the full potential of the European labour market, while also ensuring fair conditions for all those pursuing a cross-border activity and stepping up administrative cooperation between national administrations with regard to mobile workers. Barriers to mobility in education and training, in occupational and personal pensions and in the recognition of qualifications should be removed and recognition of qualifications made easier. Member States should take action to ensure that administrative procedures are not an unnecessary obstacle to workers from other Member States taking up employment, including for cross-border workers. ***It is important for Member States to take mobile workers, including frontier workers, into account when implementing measures such as the closing of borders in order to mitigate the spread of COVID-19, for instance in terms of health and safety, taxes and social security.*** Member States should also prevent abuse of the existing rules and address underlying causes of ‘brain drain’ from certain regions including through appropriate regional development measures.

Amendment 25

Proposal for a decision

Annex I – Guideline 7 – paragraph 5

Text proposed by the Commission

Building on existing national practices, and in order to achieve more effective social dialogue, and better socioeconomic outcomes, Member States should ensure the timely and meaningful involvement of the social partners in the design and implementation of employment, social and, where relevant, economic reforms and policies, including by supporting increased capacity of the social partners. Member States should *foster* social dialogue and collective bargaining. The social partners should be encouraged to negotiate and conclude collective agreements in matters relevant to them, fully respecting their autonomy and the right to collective action.

Amendment

Building on existing national practices, and in order to achieve more effective social dialogue, and better socioeconomic outcomes, Member States should ensure the timely and meaningful involvement of the social partners in the design and implementation of employment, social and, where relevant, economic reforms and policies, including by supporting increased capacity of the social partners. Member States should ***strengthen and promote*** social dialogue and collective bargaining. The social partners should be encouraged to negotiate and conclude collective agreements in matters relevant to them, fully respecting their autonomy and the right to collective action.

Or. en

Amendment 26

Proposal for a decision

Annex I – Guideline 7 – paragraph 6

Text proposed by the Commission

Where relevant and building on existing national practices, Member States should take into account the experience on employment and social issues of relevant civil society organisations.

Amendment

Where relevant and building on existing national practices, Member States should take into account the experience on employment and social issues of relevant civil society organisations, ***including the direct voice and participation of people and groups facing barriers to quality work.***

Or. en

Amendment 27

Proposal for a decision

Annex I – Guideline 7 – paragraph 6 a (new)

Text proposed by the Commission

Amendment

In the context of the outbreak of COVID-19, a healthy and safe workplace is vital in order to combat the risk of infection and spread of the virus and other diseases. Member States should ensure that employers take their responsibility for the health and safety of workers seriously and that they provide workers and their representatives with adequate information, make risk assessments and take prevention measures. To enhance the functioning of labour markets, Member States should invest in occupational health and safety, and ensure adequate means and provisions for labour inspectorates or trade union health and safety representatives. Member States should also promote work-life balance by a substantive reduction of the average weekly working time without loss of pay as well as a substantive lowering of weekly statutory maximum working hours and a limitation of overtime.

Or. en

Amendment 28

Proposal for a decision

Annex I – Guideline 8 – paragraph 1

Text proposed by the Commission

Amendment

Member States should promote inclusive labour markets, open to all, by putting in place effective measures to fight all forms of discrimination and promote equal opportunities for under-represented groups in the labour market, with due attention to

Recognising the current social and economic long-term added challenges as a consequence of COVID-19, Member States should promote **socials rights and** inclusive labour markets, as part of an integrated active inclusion strategy, open

the regional and territorial dimension. They should ensure equal treatment regarding employment, social protection, health and long-term care, education and access to goods and services, regardless of gender, racial or ethnic origin, religion or belief, disability, age or sexual orientation.

to all, by putting in place effective measures to fight all forms of discrimination and promote equal opportunities for ***the existing and new*** under-represented groups in the labour market, with due attention to the regional and territorial dimension. They should ensure equal treatment regarding employment, social protection, health and long-term care, ***housing***, education and access to goods and services, regardless of gender, racial or ethnic origin, religion or belief, disability, age or sexual orientation.

Or. en

Amendment 29

Proposal for a decision Annex I – Guideline 8 – paragraph 2

Text proposed by the Commission

Member States should ***modernise social protection systems to provide*** adequate, effective, efficient, and sustainable social protection throughout all stages of an individual's life, fostering social inclusion and upward social mobility, ***incentivising*** labour market participation and addressing inequalities, including through the design of their tax and benefit systems. Complementing universal approaches with selective ones will improve effectiveness of social protection systems. ***The modernisation of social protection systems should lead*** to better access, quality, ***adequacy*** and sustainability.

Amendment

Member States should ***improve*** adequate, effective, efficient, and sustainable social protection throughout all stages of an individual's life, ***fighting poverty and*** fostering social inclusion and upward social mobility, ***supporting*** labour market participation and ***access to quality jobs*** addressing inequalities, including through the ***progressive*** design of their tax and benefit systems. Complementing universal approaches with ***additional*** selective ones will improve effectiveness of social protection systems, ***leading*** to better ***guarantee of rights including*** access, quality, and sustainability.

Or. en

Amendment 30

Proposal for a decision Annex I – Guideline 8 – paragraph 3

Text proposed by the Commission

Member States should develop and integrate the three strands of active inclusion: adequate income support, inclusive labour markets and access to quality enabling services, meeting individual needs. Social protection systems should ensure adequate minimum income benefits for everyone lacking sufficient resources and promote social inclusion by **encouraging** people to actively participate in the labour market and society, including through targeted social services.

Amendment

Member States should develop and integrate the three strands of active inclusion: adequate income support, inclusive labour markets and access to quality enabling services, meeting individual needs. Social protection systems should ensure adequate minimum income benefits for everyone lacking sufficient resources and promote social inclusion by **supporting** people to actively participate in the labour market and society, including through targeted social services.

Or. en

Amendment 31

Proposal for a decision

Annex I – Guideline 8 – paragraph 4

Text proposed by the Commission

The availability of affordable, accessible and quality services such as early childhood education and care, out-of-school care, education, training, housing, health and long-term care is a necessary condition for ensuring equal opportunities. Particular attention should be given to fighting poverty and social exclusion, ***including in-work and*** child poverty. Member States should ensure that everyone, including ***children, has*** access to ***essential*** services. For those in need or in a vulnerable situation, Member States should ensure access to adequate social housing or housing assistance. The specific needs of people with disabilities including accessibility should be taken into account in relation to these services. ***Homelessness should be tackled specifically.***

Amendment

Taking into consideration the continuing alarming levels of poverty, which are substantively higher than the poverty target established in 2010 in the Europe 2020 strategy, and the expected impact of the COVID-19 crisis, particular attention should be given to fighting poverty and social exclusion, ***with a special focus and horizontal strategies on in-work poverty, children, older persons, ethnic minorities, migrants, persons with disabilities and homelessness. At the same time,*** particular attention should be given to the potential impact of the outbreak of COVID-19 on other groups, such as people in precarious work or people who are newly unemployed. With regard to investing in children, Member States should adopt comprehensive strategies for tackling child poverty and promoting children's wellbeing, based on the three components of access to adequate resources, access to quality services and

participation in society. Member States should ensure that everyone, including *the above-mentioned groups, have* access to *quality* services. For those in need or in a vulnerable situation, Member States should ensure access to adequate social housing or housing assistance, *investment in accessible housing stock for persons with reduced mobility and protection against forced evictions, as well as adequate services for homeless people.* The specific needs of people with disabilities including accessibility should be taken into account in relation to these services.

Or. en

Amendment 32

Proposal for a decision Annex I – Guideline 8 – paragraph 5

Text proposed by the Commission

Member States should *ensure* timely access to *affordable* preventive and curative health care and long-term care of good quality, *while safeguarding sustainability over the long run.*

Amendment

The COVID-19 crisis demonstrates the need for more public investment to ensure sufficient levels of well-trained staff and access to healthcare for all, including migrants and asylum seekers. Therefore, Member States should guarantee the right to timely access to *free public* preventive and curative health care and long-term care of good *and sustainable* quality.

Or. en

Amendment 33

Proposal for a decision Annex I – Guideline 8 – paragraph 6

Text proposed by the Commission

In a context of increasing longevity and demographic change, Member States should secure the adequacy and

Amendment

In a context of increasing longevity and demographic change, Member States should secure the adequacy and

sustainability of pension systems for workers and self-employed, providing equal opportunities for women and men to acquire pension rights, ***including through supplementary*** schemes to ensure an adequate income. Pension reforms should be supported by measures ***that extend working lives, such as by raising the effective*** retirement age, ***and be framed within active ageing strategies***. Member States should establish a constructive dialogue with social partners and other relevant stakeholders, and allow an appropriate phasing in of the reforms.

sustainability of pension systems for workers and self-employed, providing equal opportunities for women and men to acquire pension rights ***in first pillar public*** schemes to ensure an adequate income. Pension reforms should be supported by measures ***based on active ageing through optimising opportunities for workers of all ages to work in good quality, productive and healthy conditions according to their professions, until legal*** retirement age, ***based on mutual commitment and motivation of employers and workers***. ***Specific measures should be identified in the field of strategic assessments of workforce demography, health and safety at the workplace, skills and competence management, work organisation for healthy and productive working lives, and an inter-generational approach***. Member States should establish a constructive dialogue with ***the*** social partners, ***civil society organisations*** and other relevant stakeholders, ***including direct dialogue with those facing old-age poverty and exclusion*** and allow an appropriate phasing in of the reforms.

Or. en