



2016/0304(COD)

6.3.2017

*****I**

DRAFT REPORT

on the proposal for a decision of the European Parliament and of the Council on a common framework for the provision of better services for skills and qualifications (Europass) and repealing Decision No 2241/2004/EC (COM(2016)0625 – C8-0404/2016 – 2016/0304(COD))

Committee on Employment and Social Affairs
Committee on Culture and Education

Rapporteur: Thomas Mann, Svetoslav Hristov Malinov

(Joint committee procedure – Rule 55 of the Rules of Procedure)

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 decision of the European Parliament and of the Council on a common framework for the provision of better services for skills and qualifications (Europass) and repealing Decision No 2241/2004/EC (COM(2016)0625 – C8-0404/2016 – 2016/0304(COD))

(Ordinary legislative procedure: first reading)

The European Parliament,

- having regard to the Commission proposal to Parliament and the Council (COM(2016)0625),
 - having regard to Article 294(2) and Articles 165 and 166 of the Treaty on the Functioning of the European Union, pursuant to which the Commission submitted the proposal to Parliament (C8-0404/2016),
 - having regard to Article 294(3) of the Treaty on the Functioning of the European Union,
 - having regard to the opinion of the Economic and Social Committee of 15 February 2017¹,
 - having regard to the opinion of the Committee of the Regions of 16 December 2016²,
 - having regard to Rule 59 of its Rules of Procedure,
 - having regard to the joint deliberations of the Committee on Employment and Social Affairs and the Committee on Culture and Education under Rule 55 of the Rules of Procedure,
 - having regard to the report of the Committee on Employment and Social Affairs and the Committee on Culture and Education (A8-0000/2017),
1. Adopts its position at first reading hereinafter set out;
 2. Calls on the Commission to refer the matter to Parliament again if it replaces, substantially amends or intends to substantially amend its proposal;
 3. Instructs its President to forward its position to the Council, the Commission and the national parliaments.

Amendment 1

Proposal for a decision

Recital 2

¹ Not yet published in the Official Journal.

² Not yet published in the Official Journal.

Text proposed by the Commission

(2) Differences in language, definitions, document formats, as well as assessment and qualification validation methods, all pose considerable challenges for individuals, employers and competent authorities. These challenges arise especially where individuals move between countries, including third countries, but also when looking for a new job or engaging in learning. **Clear** information and shared understanding **is** necessary to address these challenges.

Amendment

(2) Differences in language, definitions, document formats, as well as assessment and qualification validation methods, all pose considerable challenges for individuals, employers and competent authorities. These challenges arise especially where individuals move between countries, including third countries, but also when looking for a new job or engaging in learning. **Respect for subsidiarity and diversity, clear information and responsibilities, and a shared understanding are** necessary to address these challenges.

Or. en

Amendment 2

Proposal for a decision
Recital 3

Text proposed by the Commission

(3) Decision No 2241/2004/EC of the European Parliament and of the Council²⁴ established a framework to address these challenges. It **aimed to achieve** better transparency of qualifications and competences through a portfolio of documents known as ‘Europass’, which individuals can use on a voluntary basis. Decision No 2241/2004/EC also established national bodies, known as National Europass Centres, to implement the Europass framework.

Amendment

(3) Decision No 2241/2004/EC of the European Parliament and of the Council²⁴ established a framework to address these challenges. It **clearly determined responsibilities and achieved** better transparency of qualifications and competences through a portfolio of documents known as ‘Europass’, which individuals can use on a voluntary basis. Decision No 2241/2004/EC also established national bodies, known as National Europass Centres, to implement the Europass framework. **Those National Europass Centres should also be the cornerstone of the new framework. The voluntary character of Europass should be preserved.**

²⁴ OJ L 390, 31.12.2004, p. 6.

²⁴ OJ L 390, 31.12.2004, p. 6.

Amendment 3

Proposal for a decision Recital 3 a (new)

Text proposed by the Commission

Amendment

(3a) The Europass framework adapts Europass services to the needs and expectations of users and providers: learners, job-seekers, employers - in particular small and medium-sized enterprises -, education and training facilities, the social partners, National Europass Centres and the national authorities responsible. While respecting national structures and administrative arrangements, simplification, effectiveness and efficiency are the main objectives of this Decision. All instruments should be designed appropriately and should not overstretch Europass.

Or. en

Amendment 4

Proposal for a decision Recital 3 b (new)

Text proposed by the Commission

Amendment

(3b) As a general principle, obligations and administrative and financial burdens on the Member States should be clearly predictable and balanced with regard to costs and benefits.

Or. en

Amendment 5

Proposal for a decision

Recital 10

Text proposed by the Commission

(10) A European Skills, Competences, Qualifications and Occupations framework (ESCO) has been piloted by the Commission as a common language and operational tool for education/training and work³⁰. ESCO structures concepts that are relevant for the EU labour market and education and training in three interlinked pillars: i) occupations, ii) knowledge, skills and competences and iii) qualifications. The ESCO pillars can be complemented by auxiliary vocabularies covering related domains, such as work context, fields of education and training or economic sectors.

³⁰ The Europe 2020 Strategy announced that the Commission would work on such framework, Communication from the Commission on "Europe 2020 - A strategy for smart, sustainable and inclusive growth", COM(2010) 2020 final.

Amendment

(10) A European Skills, Competences, Qualifications and Occupations framework (ESCO) has been piloted by the Commission as a common language and operational tool for education/training and work³⁰. ESCO structures concepts that are relevant for the EU labour market and education and training in three interlinked pillars: i) occupations, ii) knowledge, skills and competences and iii) qualifications. The ESCO pillars can be complemented by auxiliary vocabularies covering related domains, such as work context, fields of education and training or economic sectors. ***It is not possible to use ESCO classifications as a basis for the Europass referencing terminology. ESCO is an instrument which has not been fully developed, tested or approved by the Member States.***

³⁰ The Europe 2020 Strategy announced that the Commission would work on such framework, Communication from the Commission on "Europe 2020 - A strategy for smart, sustainable and inclusive growth", COM(2010) 2020 final.

Or. en

Amendment 6

Proposal for a decision

Recital 11

Text proposed by the Commission

(11) Regulation (EU) 2016/589 of the European Parliament and of the Council³¹

Amendment

(11) Regulation (EU) 2016/589 of the European Parliament and of the Council³¹

establishes European Employment Services (EURES), a network of employment services and a mechanism for an automated matching of people to jobs through the EURES common IT platform. To enable the exchange and the matching of job vacancies with candidates, this mechanism needs a common and multilingual list of skills, competences and occupations. By developing ESCO the Commission is providing a multilingual classification system of occupations, skills and competences and qualifications that *is suited to* this purpose.

³¹ OJ L 107, 22.4.2016, p. 1.

establishes European Employment Services (EURES), a network of employment services and a mechanism for an automated matching of people to jobs through the EURES common IT platform. To enable the exchange and the matching of job vacancies with candidates, this mechanism needs a common and multilingual list of skills, competences and occupations. By developing ESCO the Commission is providing a multilingual classification system of occupations, skills and competences and qualifications that *might be suitable for* this purpose.

³¹ OJ L 107, 22.4.2016, p. 1.

Or. en

Amendment 7

Proposal for a decision Recital 19

Text proposed by the Commission

(19) The revised Europass framework approach should consider the needs of all potential users, including learners, job seekers, workers, employers, guidance practitioners, public employment services, social partners, education and training providers, youth work organisations and policy makers.

Amendment

(19) The revised Europass framework approach should *respect the voluntary nature of Europass and the principle of subsidiarity and should* consider the needs of all potential users, including learners, job seekers, workers, employers, guidance practitioners, public employment services, social partners, education and training providers, youth work organisations and policy makers.

Or. en

Amendment 8

Proposal for a decision Recital 21

Text proposed by the Commission

Amendment

(21) The Europass framework established by Decision No 2241/2004/EC should therefore be replaced by a new framework to address evolving needs.

(21) The Europass framework established by Decision No 2241/2004/EC should therefore be replaced by a new **voluntary** framework to address evolving needs **while preserving national structures and administrative arrangements**.

Or. en

Amendment 9

Proposal for a decision Recital 24

Text proposed by the Commission

Amendment

(24) The designation of National Skills Coordination Points as the main interface and beneficiary of Union funding will support simplified administration and reporting and can support a greater cooperation and coordination between national services, including the existing National Europass Centres, EQF National Coordination Points and the Euroguidance network without prejudice to national arrangements in terms of implementation and organisation.

deleted

Or. en

Amendment 10

Proposal for a decision Article 1 – paragraph 1

Text proposed by the Commission

Amendment

1. This Decision establishes a European framework, comprising web-based tools, information and the development of open standards to support

1. This Decision establishes a European framework **which is founded on a voluntary personal portfolio of documents to make qualifications and**

the transparency and understanding of skills and qualifications. The framework shall be known as 'Europass'.

competences transparent and interoperable within and between the Member States, comprising web-based tools, information and the development of open standards to support the transparency and understanding of skills and qualifications. The framework shall be known as 'Europass'.

Or. en

Amendment 11

Proposal for a decision Article 1 – paragraph 2

Text proposed by the Commission

2. Europass shall be managed by the Commission ***and*** supported by ***the National Skills Coordination Points***.

Amendment

2. Europass shall be managed by the Commission. ***It shall be*** supported by ***National Europass Centers, in accordance with national structures and administrative arrangements***.

Or. en

Amendment 12

Proposal for a decision Article 2 – paragraph 1 – point a

Text proposed by the Commission

(a) 'certificate supplement' means a document attached to a vocational certificate, in order to make it easier for third parties to understand the learning outcomes acquired by the holder of the qualification as well as the nature, level, context, content and status of ***the*** studies completed;

Amendment

(a) 'certificate supplement' means a document attached to a vocational certificate, in order to make it easier for third parties to understand the learning outcomes acquired by the holder of the qualification as well as the nature, level, context, content and status of ***vocational education and training and*** studies completed;

Or. en

Amendment 13

Proposal for a decision

Article 2 – paragraph 1 – point f

Text proposed by the Commission

(f) 'occupation' means **a grouping** of jobs **involving similar** tasks and **which require a similar skill set**;

Amendment

(f) 'occupation' means **a set** of jobs **with regard to which the main** tasks and **duties are characterised by a high degree of similarity**;

Or. en

Amendment 14

Proposal for a decision

Article 2 – paragraph 1 – point g

Text proposed by the Commission

(g) 'organisations' means **employers, recruiters**, education and training institutions, and other stakeholders with an interest in education, training and employment issues;

Amendment

(g) 'organisations' means **the social partners**, education and training institutions, and other stakeholders **such as employers and recruiters** with an interest in education, training and employment issues;

Or. en

Amendment 15

Proposal for a decision

Article 2 – paragraph 1 – point i

Text proposed by the Commission

(i) '**semantic asset**' means **a collection of highly reusable metadata or reference data such as code lists, taxonomies, dictionaries or vocabularies which are used for system development**;

Amendment

deleted

Amendment 16

Proposal for a decision

Article 3 – paragraph 1 – introductory part

Text proposed by the Commission

1. Europass shall provide the following web-based tools:

Amendment

1. Europass shall provide the following web-based tools ***and documentation:***

Or. en

Amendment 17

Proposal for a decision

Article 3 – paragraph 1 – point c

Text proposed by the Commission

(c) Europass ***Qualification Supplement template(s), as referred to in Article 5;***

Amendment

(c) Europass ***Diploma and Certificate Qualification Supplements;***

Or. en

Amendment 18

Proposal for a decision

Article 3 – paragraph 2 – introductory part

Text proposed by the Commission

2. Europass shall provide information on the following:

Amendment

2. Europass ***in cooperation with the Member States may*** provide information on the following:

Or. en

Amendment 19

Proposal for a decision

Article 3 – paragraph 2 – point b

Text proposed by the Commission

(b) opportunities to validate non-formal and informal learning;

Amendment

(b) **where appropriate**, opportunities to validate non-formal and informal learning;

Or. en

Amendment 20

Proposal for a decision

Article 3 – paragraph 2 – point e

Text proposed by the Commission

(e) analysis of trends in skills supply and demand and other types of skills intelligence **including at geographical and sectoral level**, using technological means **such as big data analysis and web crawling**;

Amendment

(e) analysis of trends in skills supply and demand and other types of skills intelligence, using technological means;

Or. en

Amendment 21

Proposal for a decision

Article 3 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

2 a. Europass shall provide information pursuant to paragraph 2 after consulting the Member States concerned.

Or. en

Amendment 22

Proposal for a decision Article 3 – paragraph 3

Text proposed by the Commission

3. Europass **shall** support cooperation on the development, use and dissemination of open standards, **comprising metadata schemata and semantic assets**, to facilitate more effective exchange of information on skills and qualifications at EU level and by Member States and third parties. **The multilingual classification system ESCO (European Skills, Competences, Qualifications and Occupations) referred to in article 6 shall be used to support this work.**

Amendment

3. Europass **may** support cooperation on the development, use and dissemination of open standards, to facilitate more effective exchange of information on skills and qualifications at EU level and by Member States and third parties.

Or. en

Amendment 23

Proposal for a decision Article 4 – paragraph 1

Text proposed by the Commission

1. The information **and open standards** offered through Europass shall be published, free of charge, for reuse by Member States and other stakeholders on a voluntary basis.

Amendment

1. The information offered through Europass shall be published, free of charge, for reuse by Member States and other stakeholders on a voluntary basis.

Or. en

Amendment 24

Proposal for a decision Article 4 – paragraph 4

Text proposed by the Commission

4. The European Qualifications Framework (EQF) **shall** be used as a

Amendment

4. The European Qualifications Framework (EQF) **may** be used as a

supporting framework to provide information in Europass. The EQF will be referred to in information on qualifications, descriptions of national education and training systems and other relevant topics.

supporting framework to provide information in Europass. The EQF will be referred to in information on qualifications, descriptions of national education and training systems and other relevant topics.

Or. en

Amendment 25

Proposal for a decision Article 4 – paragraph 5

Text proposed by the Commission

5. Europass **shall** use the European Classification of Skills/Competences, Qualifications and Occupations (ESCO) **established in Article 6** to ensure semantic interoperability between the tools for documentation and information. ESCO shall also provide a platform for interoperability with other relevant services such as those developed by the labour market.

Amendment

5. Europass **may** use the European Classification of Skills/Competences, Qualifications and Occupations (ESCO) to ensure semantic interoperability between the tools for documentation and information. ESCO shall also provide a platform for interoperability with other relevant services such as those developed by the labour market.

Or. en

Amendment 26

Proposal for a decision Article 4 – paragraph 10

Text proposed by the Commission

10. Europass shall be operated to support and ensure synergies with other instruments and services offered at Union level and national level. **The development of open metadata schemata shall be compatible with the technical standards applied under Regulation (EU) 2016/589.**

Amendment

10. Europass shall be operated to support and ensure synergies with other instruments and services offered at Union level and national level.

Or. en

Amendment 27

Proposal for a decision Article 5 – paragraph 3

Text proposed by the Commission

3. All Europass Qualification Supplement documents issued by authorised bodies shall be issued automatically and free of charge in electronic form, in the national language and/or in a major European language, in accordance with the procedures agreed between the issuing bodies and the National **Skills Coordination Points referred to in Article 8** and in conformity with any procedures agreed between the European Commission and stakeholders.

Amendment

3. All Europass Qualification Supplement documents issued by authorised bodies shall be issued automatically and free of charge in electronic form, in the national language and/or in a major European language, in accordance with the procedures agreed between the issuing bodies and the National **Europass Centres** and in conformity with any procedures agreed between the European Commission and stakeholders.

Or. en

Amendment 28

Proposal for a decision Article 6

Text proposed by the Commission

Article 6

Classification of European Skills, Competences, Qualifications and Occupations (ESCO)

1. ***The Commission shall manage a multilingual classification of concepts that are relevant for the EU labour market and education and training system known as the classification of European Skills, Competences, Qualifications and Occupations (ESCO).***

2. ***The ESCO classification shall directly support the functioning of Europass by providing a common reference language for exchanging***

Amendment

deleted

information and documents on skills and qualifications and for the purpose of job searching, job matching, searching for education and training opportunities and providing learning and career guidance.

Or. en

Amendment 29

Proposal for a decision

Article 7 – paragraph 3 – point b

Text proposed by the Commission

Amendment

(b) monitor the effectiveness of support for development of open standards, metadata schemata and semantic assets for interoperability;

deleted

Or. en

Amendment 30

Proposal for a decision

Article 7 – paragraph 3 – point c

Text proposed by the Commission

Amendment

*(c) support the **implementation of article 14** of the **Regulation (EU) 2016/589 in relation to the ESCO classification, and support the continuous update** of ESCO;*

*(c) support the **further testing and evaluation** of the **cost-effectiveness and relevance for the labour market** of ESCO;*

Or. en

Amendment 31

Proposal for a decision

Article 7 – paragraph 3 – point g

Text proposed by the Commission

(g) monitor the activities of the National **Skills Coordination Points**, the consistency of information they provide **for the analysis of trends in skills supply and demand, and the information provided on learning opportunities to the relevant portal at Union level**;

Amendment

(g) monitor the activities of the National **Europass Centres**, **and** the consistency of information they provide;

Or. en

Amendment 32

Proposal for a decision

Article 7 – paragraph 3 – point h

Text proposed by the Commission

(h) set up **peer reviews and** best practice exchanges between Member States.

Amendment

(h) set up best practice exchanges between Member States.

Or. en

Amendment 33

Proposal for a decision

Article 8 – paragraph 1 – point a

Text proposed by the Commission

(a) designate and manage, in accordance with national circumstances, a National **Skills Coordination Point**, to support coordination and cooperation **among the national services** referred to in this Decision;

Amendment

(a) designate and manage, in accordance with national circumstances, a National **Europass Centre**, to support coordination and cooperation **of activities** referred to in this Decision;

Or. en

Amendment 34

Proposal for a decision

Article 8 – paragraph 1 – point b

Text proposed by the Commission

(b) ensure, through the National **Skills Coordination Point**, the timely and effective provision of data and information available at national level for the updating of the Europass framework;

Amendment

(b) ensure, through the National **Europass Centre**, the timely and effective provision of data and information available at national level for the updating of the Europass framework;

Or. en

Amendment 35

Proposal for a decision

Article 8 – paragraph 1 – point c

Text proposed by the Commission

(c) provide Europass users with access to the relevant information or data available within the Member State, in particular access to information on learning opportunities, qualifications and qualification systems and to semantic assets on national level;

Amendment

(c) provide Europass users, **in the most cost-efficient way**, with access to the relevant information or data available within the Member State, in particular access to information on learning opportunities, qualifications and qualification systems and to semantic assets on national level;

Or. en

Amendment 36

Proposal for a decision

Article 8 – paragraph 2 – introductory part

Text proposed by the Commission

2. Each National **Skills Coordination Point** shall:

Amendment

2. Each National **Europass Centre** shall:

Or. en

Amendment 37

Proposal for a decision

Article 8 – paragraph 2 – point b

Text proposed by the Commission

(b) promote **and provide information on** guidance for learning and career purposes and make information on learning opportunities publicly available at national level and in the Union web-based tool;

Amendment

(b) promote guidance for learning and career purposes and make information on learning opportunities publicly available at national level and in the Union web-based tool;

Or. en

Amendment 38

Proposal for a decision

Article 8 – paragraph 2 – point c

Text proposed by the Commission

(c) monitor the collection and dissemination of evidence based and real-time information on skills at national and regional level;

Amendment

(c) monitor, **in the most cost-efficient way**, the collection and dissemination of evidence based and real-time information on skills at national and regional level;

Or. en

Amendment 39

Proposal for a decision

Article 8 – paragraph 2 – point d

Text proposed by the Commission

(d) support the transparent referencing of levels of qualifications within national qualifications frameworks to the EQF, provide information on the EQF to national stakeholders and communicate the results of the referencing process and on qualifications to the Union web-based tool;

Amendment

(d) support the transparent referencing of levels of qualifications within national qualifications frameworks to the EQF **and** provide information on the EQF to national stakeholders and communicate the results of the referencing process and on qualifications to the Union web-based tool,

taking into account the costs and benefits;

Or. en

Amendment 40

Proposal for a decision

Article 8 – paragraph 2 – point e

Text proposed by the Commission

(e) support cooperation at national level among *public and private* stakeholders *on skills related issues in economic sectors*;

Amendment

(e) support cooperation at national level among stakeholders;

Or. en

Amendment 41

Proposal for a decision

Article 8 – paragraph 3

Text proposed by the Commission

3. The National *Skills Coordination Points* shall be the beneficiary of Union financing awarded for the implementation of this Decision.

Amendment

3. The National *Europass Centres* shall be the beneficiary of Union financing awarded for the implementation of this Decision.

Or. en

Amendment 42

Proposal for a decision

Article 12 – paragraph 1

Text proposed by the Commission

The implementation of this Decision shall be *co-financed* through *Union programmes. Annual appropriations shall be authorised by the European*

Amendment

The implementation of this Decision shall be *provided* through *multi-annual operation grants to the National Europass Centres.*

*Parliament and the Council within the
limits of the financial framework.*

Or. en

EXPLANATORY STATEMENT

The European Parliament welcomes the New Skills Agenda and highly appreciates the Commission's efforts to update, modernize and improve the European tools and services regarding skills, competences and qualifications.

Decision No 2241/2004/EC of the European Parliament and of the Council established a framework to address these challenges. It clearly determined responsibilities and achieved better transparency of qualifications and competences through a portfolio of documents known as 'Europass', which individuals can use on a voluntary basis.

After more than a decade since Decision No 2241/2004/EC, it is in an urgent need of renovation. Nonetheless, making out of Europass a completely new instrument is too radical. The main concerns being unwillingness to jeopardise what has already been achieved. Europass should not become a "one stop" portal on education and training. There are other various EU tools already providing the needed services. For a better synergy, the Europass portal may be linked to them. There are already well-established and functioning expert groups, which ensure that the tools and services provided are of high quality and actually used.

The change should be gradual in order to prevent a heavy administrative burden for the Member States, which may lead to unexpected organizational costs.

The aim is to make qualifications and competences of EU citizens transparent and interoperable within and between the Member States, comprising web-based tools, information and the development of open standards to support the transparency and understanding of skills and qualifications. Europass should aim to improve the understanding of learning acquired not only in formal, but also in non-formal and informal settings and through practical experiences, including mobility.

Decision No 2241/2004/EC also established national bodies, known as National Europass Centres, to implement the Europass framework. These Centres should also be the cornerstone of the new framework.

The new common framework provided with this text serves to adapt Europass services to the needs and expectations of users and providers on all sides: learners, job seekers, employers - especially Small and Medium sized Enterprises -, education and training facilities, social partners, Europass centres and national authorities responsible. The revised Europass services would also use and adapt to the potential of the future digital systems.

Respecting diversities and responsibilities, simplification, effectiveness and efficiency are the core targets. All instruments should be designed appropriate and should not overstretch Europass.

As a general principle, obligations as well as administrative and financial burdens for the member states must be clearly predictable and balanced regarding costs and benefits.

A European Skills, Competences, Qualifications and Occupations framework (ESCO) has been piloted by the Commission as a common language and operational tool for education/training and work. Currently, ESCO cannot be considered as basis for a Europass reference terminology. ESCO is an instrument, which is currently a project that has been neither fully developed or tested nor has been approved by the member states.