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【연구논문】

The EU RIGA CONCLUSIONS 2015 and Its Implications for Korea*

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ABSTRACT

The purpose of this study is to present the causes, vocational education and training, and solutions to the youth unemployment problems in Europe and Korea through the EU 'Riga Conclusions 2015' program. Youth unemployment is a social problem in most countries today, the era of globalization and information technology. After the 2008 global financial crisis, the European labor market and economy have weakened sharply, and the high youth unemployment rate, a product of the Jobless Growth era, has emerged as the most serious social issue to be solved in the country. The first generation to be fired and the last generation to be employed, the young people in Europe and the corresponding young people in Korea were excluded from the job market, which formed a new youth class called 'The Lost Generation of Europe and The Abandoned Generation of Korea'. This study will analyze the characteristics and achievements of the European youth unemployment crisis, the vocational training system, and the support policy through the EU 'Riga Conclusions 2015', and present implications for solving the youth unemployment problem in Korea. In addition, the individual experience of youth unemployment varies from country to country, and the definition of youth may be different from that of the United Nations standardized, so a survey of specific countries will provide deeper insight into the causes and consequences of youth unemployment.

Keywords: European Union, Riga Conclusions 2015, Youth Unemployment, Vocational Education and Training, Jobless Growth

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I. Introduction

It is a reality that the world is eagerly waiting for the international economy to recover soon. But the more important and essential problems are the other. The enormous investment in education and the unemployment of young people in front of us is not that we are worried about our education, but that it is already serious. The fact that young people are not employed makes the youth despairing. There are 1.18 billion young people in the world aged 15 to 24, who make up 16.16% of the world's population, 85% of them live in developing countries(IndexMundi 2018). The age range is defined by the United Nations addresses the period of compulsory education ending at age 24.¹⁾ This definition is still controversial because it only affects unemployment statistics and plays an important role in the goal solutions designed by policy makers around the world. Youth unemployment is the unemployment of young people(Martin 2009),²⁾ defined by the United Nations, aged 15 to 24. The unemployed are defined as people do not have to work actively to obtain jobs. To qualify as unemployed for formal and statistical measurements, an individual must be willing to work without officially designated "working age" and be actively seeking a position. Youth unemployment is higher than the adult in all the countries of the world. The rise of political unrest and anti-social behavior has recently been attributed to youth unemployment. In 2011, it was a major factor that sparked protests across the globe. Depending on higher levels of unemployment and under-employment, it only serves to add to this deprivation. Youth unemployment also dramatically increases

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- 1) The United Nations (UN) is an intergovernmental organization tasked to promote international cooperation and to create and maintain international order.
 - 2) Unemployment is the situation of actively looking for employment but not being currently employed.

public spending in times when the economy is struggling to maintain its competitiveness and social benefits increase with the aging population. Youth unemployment has indirect costs too, including emigration. Young people hope to find a job elsewhere(Tse, Esposito, and Chatzimarkakis 2013). This brain drain contributed to the deterioration of national competitiveness, especially in Europe. Bruges Communiqué 2010 set out long-term strategic objectives for European cooperation in Vocational Education & Training for the period 2011-2020, together with the 22 short-term deliverables for the period 2011-2014, which provide concrete actions at national level for achieving these objectives. Riga Conclusions 2015 set out the new medium-term products in the VET sector during the 2015-2020 period. In this paper, we focus on the following two research questions. Looking at the details(EU RIGA CONCLUSIONS 2015):

'How EU RIGA CONCLUSIONS 2015 helped to solve youth employment?'
& 'What is the role of vocational training for youth unemployment?'
'What are the Case Studies of EU RIGA CONCLUSIONS 2015?'
& 'What are the implications for Korea?'

By answering these two research questions, this study will basically suggest some important facts concerning the youth unemployment in EU RIGA CONCLUSIONS 2015, such as the analysis of youth unemployment problems and then the policies for the young, also the Vocational Education and Training (Be referred to as VET)³⁾ for the youth unemployment solution, as well as the importance of VET in EU RIGA CONCLUSIONS 2015 to solve youth

3) Vocational education and training (VET) - European
http://ec.europa.eu/education/policy/vocational-policy_en
2016-08-19. Vocational education and training (VET) - Supporting
education and training in Europe and beyond.

unemployment. With the long-term weakening of the employment situation, besides unstable jobs, young people give up on romance, marriage, and childbirth, moreover postpone it without delay(Bang and Yu, 2015). Reflecting this, according to the Organization for Economic Cooperation and Development(Be referred to as OECD) youth unemployment rates 9.8% between the ages of 15 and 29 by 2018 which is the highest ever recorded before and after.⁴⁾ Likewise, as the youth unemployment soars, so-called this young unemployment is becoming a social problem these days. Specifically, according to the life cycle perspective(Elder, 1994), this unemployment situation for young people, which is separated from the original family, is a time for young people to transition to the adult electric furnace as an extension of their developmental tasks such as marriage because economic independence is impossible(Ehlert, 2012). This is not only a stigma effect in terms of the failure to perform developmental tasks such as employment and marriage in the whole life(Kisselbach, 2003), socially, it causes an increase in social costs. Therefore, through this paper, we would like to analyze the policies of VET in EU Riga Conclusions 2015 for the young and to identify problems related to youth unemployment accurately. Furthermore we will suggest an alternative for solving this problem. And better and targeted VET programs' provision and guidance in EU Riga Conclusions 2015 are needed to our youth unemployment solution.

II. Structural Causes of Youth Unemployment in EU

There are many complicated causes for youth unemployment. Among them,

4) "Unemployment-Youth unemployment rate - OECD Data". theOECD. Retrieved 2018-05-05.

the quality and relevance of its education, inflexible labor market and regulations of that, in turn creating the situation of aid and dependence are the main cause discussed today. The quality and relevance of education are often regarded as the basic causes of youth unemployment (Global Agenda Councils, 2013). In the 25 countries of the 27 industrialized countries in 2010, the highest unemployment rate was among those who receive primary education or below.⁵⁾ For example, in Tunisia, 40 percent of college graduates are unemployed against 24 percent of non-graduates. Beyond the need to approach everyone, education is not properly tailored to the demands of the labor market, which leads to two consequences: young people cannot find jobs that use the skills required by employers.

Owing to the economic crisis and the lack of job creation in many countries, this has caused a high unemployment rate and a technology crisis in the world. Surveys show that more than half of all businesses are openly striving to find qualified people.⁶⁾ One of the biggest challenges facing employers is that they have a "skill crisis" and a growing mismatch between the skills they have learned in the education system and the work required.

An important question for many governments is how to narrow this gap and let young people have the skills employers are looking for.

First, high-level employment protection regulations make employers cautious about hiring at least a minimum number of workers, since they can't easily give notice of termination to employees in a recession, or they will fire if new employees turn out to be helpless or incompetent, he or she'll be fired.

Second, temporary labor-type developments such as internships, seasonal employment and short-term contracts have put young workers in an unstable situation. Because their jobs are temporary contracts, teenagers are often the

5) Key Indicators of the Labour Market (KILM), ILO, Seventh Edition.

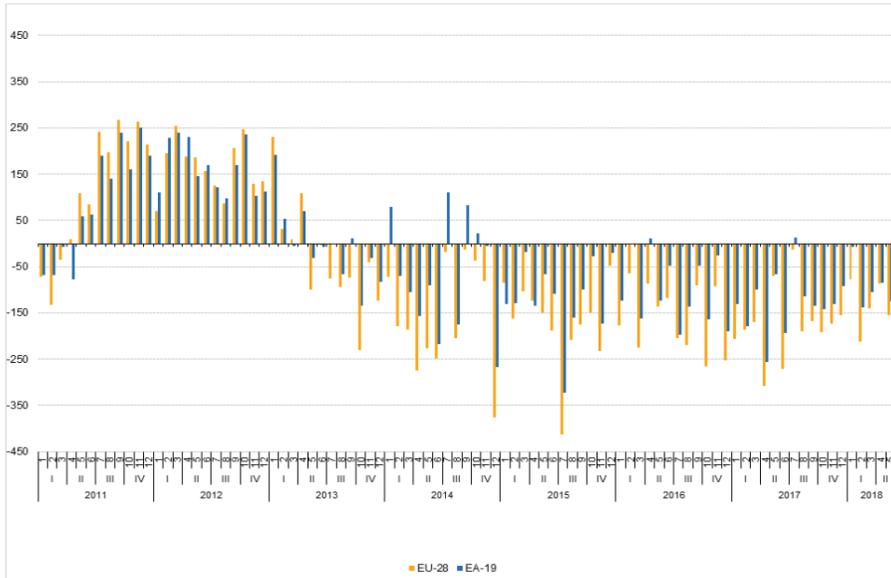
6) City & Guilds Centre for Skills Development, Skills Development, Attitudes and Perceptions, March 2008.

first to be fired when the company scales down(Morsy 2012). If young people are laid off, they are usually not eligible for redundant payments because they have worked with the company for a short period. When this is over, many young people are unemployed and disadvantaged in their job search.

However, some young people work part-time while attending tertiary education. This rate is low in countries such as Italy, Spain and France, however in the United States, about a third of students combine education and jobs. Questions about the legitimacy of internships have begun to be raised. The purpose of an internship is to enable students or recent graduates to gain work experience, write a letter of recommendation, and add it to their resume. Although many interns complained that they were simply doing basic work rather than learning important knowledge and skills, but the internship seems to be the only alternative to job placement for young people. Little or no jobs at state, the unemployment rate between those just out of college and at the late 15-24 aged youth is about 8.4 percent as of May 2018.⁷⁾

7) Statistical of the European Communities (EUROSTAT) - Unemployment statistics - Statistics - European Commission; 2018-07-02 ; http://ec.europa.eu/eurostat/statistics-explained/index.php/Unemployment_statistics

[Figure 1] Change in the number of unemployed persons: Compared to previous month, in thousands, seasonally adjusted, January 2011–May 2018



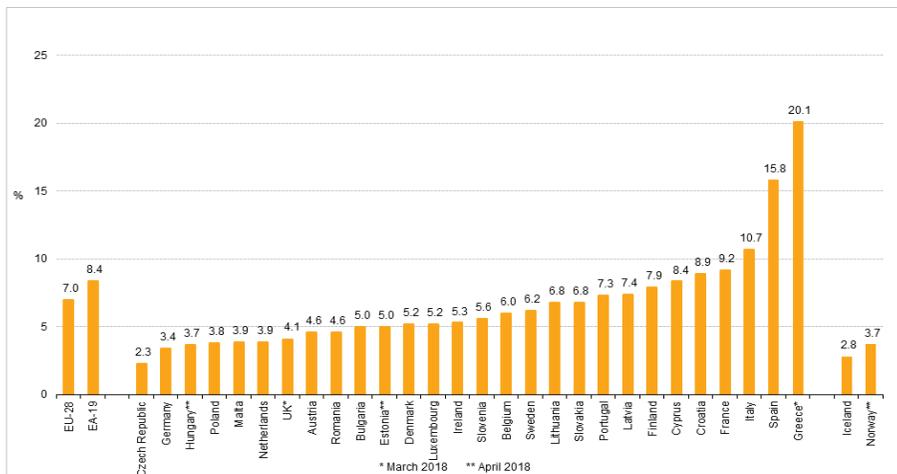
Note: **EU-28:** The European Union (EU) was established on 1 November 1993 with 12 Member States. Their number has grown to the present 28 through a series of enlargements. **EA-19:** Euro area enlargements: The euro area, comprising the European Union (EU) Member States adopted the euro as their common currency, started in January 1999 with 11 countries and has expanded through a series of enlargements to 19 countries, so far.

Source: Eurostat(online data code: une_rt_m)

Figure 1 shows the change in the number of unemployed people, compared to previous month, in thousands, seasonally adjusted, January 2011-May 2018. Eurostat estimates that 17.207 million men and women in the EU-28, of whom 13.656 million were in the euro area (EA-19), were unemployed in May 2018. Compared with April 2018, the number of persons unemployed decreased by 154,000 in the EU-28 and by 125,000 in the euro area. Compared with May 2017, unemployment fell by 1.828 million in the EU-28 and by 1.252 million in the euro area. The euro area seasonally-adjusted unemployment rate was

8.4 % in May 2018, stable compared with April 2018 and down from 9.2 % in May 2017. The EU-28 unemployment rate was 7.0 % in May 2018, stable compared with April 2018 and down from 7.7 % in May 2017.

[Figure 2] Unemployment Rates, Seasonally Adjusted, May 2018(%)



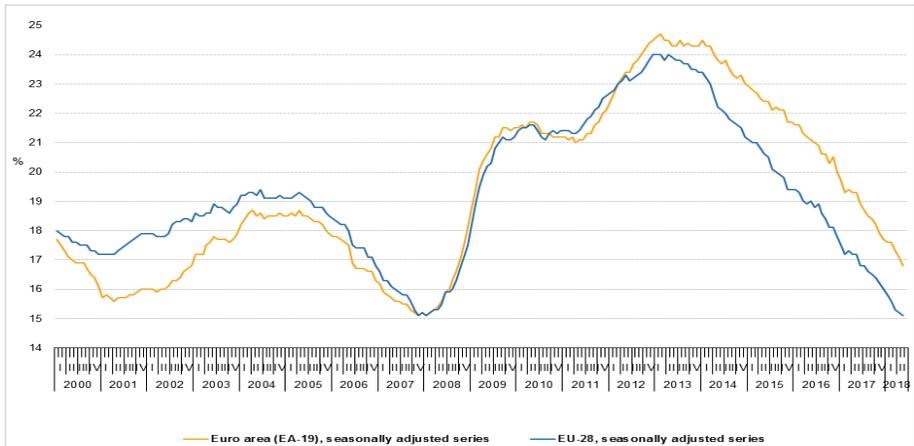
Source: Eurostat(online data code: une_rt_m)

Figure 2 presents the unemployment rates, seasonally adjusted, May 2018. Among the Member States, the lowest unemployment rates in May 2018 were recorded in the Czech Republic (2.3%) and Germany (3.4%). The highest unemployment rates were observed in Greece (20.1% in March 2018) and Spain (15.8%). The unemployment rate is lower than a year ago in all Member States. The largest decreases were registered in Cyprus (from 11.4% to 8.4%), Croatia (from 11.3% to 8.9%), Greece (from 22.1% to 20.1% between March 2017 and March 2018) and Portugal (from 9.2% to 7.3%).

Figure 3 shows the youth unemployment rates, EU-28 and EA-19, seasonally adjusted, January 2000 - May 2018. In May 2018, 3.377 million young people (under 25) were unemployed in the EU 28, among them 2.390 million were

in the euro area. Compared with May 2017, youth unemployment decreased by 519,000 in the EU-28 and by 353,000 in the euro area.

[Figure 3] Youth Unemployment Rates, EU-28 & EA-19, Seasonally Adjusted, January 2000 – May 2018



Source: Eurostat (online data code: une_rt_m)

In May 2018, the youth unemployment rate was 15.1% in the EU-28 and 16.8% in the euro area, compared with 17.2% and 19.3% respectively in May 2017. In May 2018, the lowest rates were observed in Malta (4.8%), Germany (6.1%), Estonia (6.8% in April 2018) and the Netherlands (6.9%), while the highest were recorded in Greece (43.2% in March 2018), Spain (33.8%) and Italy (31.9%). Unemployment and interest rates move periodically, and are generally associated with a general economic cycle. However, other factors, such as labor market policy and demographic development, can also affect short-term and long-term evolution. The youth unemployment rate is generally twice higher or more higher than the unemployment rate of all ages. The percentage of the total population dropped sharply between 2005 and 2007 in the EU-28 youth unemployment rate, reaching the lowest level in the first quarter of 2008 (15.1%). But the economic crisis was fatal to young people.

From the second quarter of 2008, the youth unemployment rate rose to 23.9 percent in the first quarter of 2013 and then dropped to 16.2 percent by the end of 2017 (see also Figure 3).

Table 1 below shows that the youth unemployment rate, which measures the proportion of persons unemployed to the total labour force, in the EU-28 is much lower than the youth unemployment rate in the Euro area. But it has increased since 2008 because of the impact of the crisis on the labor market. The youth unemployed rates are generally much higher, even double or more than double, than unemployment rates for all ages. However the economic crisis severely hit the young, the EU-28 youth unemployment rate was systematically higher than in the euro area between 2000 and mid-2007. Since then and until the third quarter 2010 these two rates were very close. In the middle of 2012, the youth unemployment rate for the euro area overtook the EU-28 rate, and the gap became even larger in the second part of 2013 and during 2014 and 2015. When the rate for the euro area went down less than the rate for the EU-28, the gap remained at relatively high level during 2017.⁸⁾

8) This File was last modified on 6 June 2018, at 15:06.

[Table 1] Youth Unemployment Figures, 2007 – 2017(%)

	Youth unemployment rate				Youth unemployment ratio			
	2007	2015	2016	2017	2007	2015	2016	2017
EU-28	15.8	20.3	18.7	16.8	6.9	8.4	7.8	7.0
Euro area	15.6	22.3	20.9	18.8	6.7	8.8	8.3	7.4
Belgium	18.8	22.1	20.1	19.3	6.4	6.6	5.7	5.4
Bulgaria	14.1	21.6	17.2	12.9	4.2	5.6	4.1	3.4
Czech Republic	10.7	12.6	10.5	7.9	3.4	4.1	3.4	2.5
Denmark	7.5	10.8	12.0	11.0	5.3	6.7	7.9	7.0
Germany	11.8	7.2	7.1	6.8	6.1	3.5	3.5	3.4
Estonia	10.1	13.1	13.4	12.1	3.8	5.5	5.8	5.6
Ireland	9.3	20.5	17.0	14.5	6.4	9.6	8.5	6.7
Greece	22.7	49.8	47.3	43.6	7.0	12.9	11.7	10.9
Spain	18.1	48.3	44.4	38.6	8.7	16.8	14.7	12.9
France	19.5	24.7	24.6	22.3	7.2	9.0	9.0	8.0
Croatia	25.4	42.3	31.8	27.0	9.2	14.0	11.6	9.8
Italy	20.4	40.3	37.8	34.7	6.3	10.6	10.0	9.1
Cyprus	10.2	32.8	29.1	24.7	4.2	12.4	10.8	9.0
Latvia	10.6	16.3	17.3	17.0	4.5	6.7	6.9	6.8
Lithuania	8.4	16.3	14.5	13.3	2.3	5.5	5.1	4.6
Luxembourg	15.6	16.6	19.1	15.3	4.0	6.1	5.8	4.7
Hungary	18.1	17.3	12.9	10.7	4.6	5.4	4.2	3.5
Malta	13.5	11.8	11.0	10.4	7.3	6.1	5.7	5.5
Netherlands	9.4	11.3	10.8	8.9	4.3	7.7	7.4	6.1
Austria	9.4	10.6	11.2	9.8	5.6	6.1	6.5	5.5
Poland	21.6	20.8	17.7	14.8	7.1	6.8	6.1	5.2
Portugal	21.4	32.0	28.2	23.8	8.6	10.7	9.3	8.1
Romania	19.3	21.7	20.6	18.3	6.1	6.8	5.8	5.5
Slovenia	10.1	16.3	15.2	11.2	4.2	5.8	5.1	4.4
Slovakia	20.6	26.5	22.2	18.9	7.1	8.4	7.2	6.3
Finland	16.5	22.4	20.1	20.1	8.8	11.7	10.5	10.7
Sweden	19.2	20.4	18.9	17.8	10.1	11.2	10.4	9.8
United Kingdom	14.3	14.6	13.0	12.1	8.8	8.6	7.6	7.0
Iceland	7.1	8.8	6.5	8.2	5.6	7.1	5.4	6.5
Norway	7.3	10.5	11.3	10.7	4.4	5.5	6.1	5.6
Switzerland	.	.	.	.	.	.	.	.
Turkey	17.2	18.6	19.6	20.7	6.3	7.7	8.2	8.9
United States	10.5	11.6	10.4	9.2	.	.	.	.
Japan	7.7	5.5	5.1	4.7	.	.	.	.

Note: The quarterly youth unemployment rate is seasonally adjusted.

Source: Eurostat(online data code: une_rt_a)

[http://ec.europa.eu/eurostat/statistics-explained/index.php?title=File:Youth_unemployment_figures,_2007-2017_\(%25\)_T1.png](http://ec.europa.eu/eurostat/statistics-explained/index.php?title=File:Youth_unemployment_figures,_2007-2017_(%25)_T1.png)

High youth unemployment reflects the difficulties young people face, but it doesn't necessarily mean that there are many unemployed groups between the ages of 15 and 24. Many young people are studying full-time, so they don't get a job and are used as denominators for calculating unemployment rates. For this reason, the youth unemployment rate is calculated by a somewhat different concept. The unemployment rate calculates the percentage of unemployed people to the total population.

Unemployed are defined by Eurostat under the guidelines of the International Labor Organization (International Work Organization) and can begin work within the next two weeks if there are no workers between 15 and 74 years of age during the standard week and actively seek jobs for some time. The unemployment is the rate of unemployed people in the labor force. The unemployment rate is an important indicator of both social and economic dimensions, rising unemployment may result in personal income loss, increased government spending on social welfare benefits, and reduced tax revenue. From an economic point of view, unemployment can be regarded as unused labor.

III. EU Riga Conclusions 2015

1. From Copenhagen Process to Bruges Communiqué and Riga Conclusions

Bruges Communiqué⁹⁾ 2010 set up the long-term strategic goals in Vocational Education and Training (VET) for 2011-2020, along with 22 short-term performance reports from 2011 to 2014 that provide specific measures at the national level to achieve these goals. These goals are based on the principles of the Copenhagen process, but based on past achievements, we were willing to respond to current and future challenges. We have

9) The Bruges Communiqué on enhanced European Cooperation in Vocational Education and Training for the period 2011-2020, Communiqué of the European Ministers for Vocational Education and Training: the European Social Partners and the European Commission, meeting in Bruges on 7 December 2010 to review the strategic approach and priorities of the Copenhagen process for 2011-2020 - European Commission.
http://ec.europa.eu/dgs/education_culture/repository/education/policy/vocational-policy/doc/brugescom_en.pdf (Search Day : 2018.07.07.).

confirmed that the European education and training system is more important than anything else in order for VET to respond to current and future challenges. The Riga Conclusions 2015¹⁰⁾ reviewed the results of the 2011-2014 period and created a new list of results for the 2015-2020 period.

This review found that the European community and the candidate countries helped focus and implement reforms.

Five priority areas were set for 2015-2020: 1) Promote all forms of work-centric learning. 2) The VET quality assurance mechanism is further developed in accordance with the European quality assurance of the VET recommendation. 3) Enhance accessibility and all qualifications for VET with a more flexible and transparent system. 4) Enhance the main competencies of the VET curriculum and provide more effective opportunities to acquire or develop the skills through initial and sustainable VET. 5) Provide a systematic approach and opportunity to develop early and continuous professionalism for VET teachers, instructors, and mentors in both school and workplace-based environment. EU has been repeating these five results in discussions on future priorities of the ET 2020 strategic framework.

The following are the ways to fulfill the commitments specified in EU Riga Conclusions 2015 and achieve the five mid-term goals: 1) We will continue to contribute to improving the quality and appeal of all educational levels of accessible and comprehensive VET by encouraging collaboration. 2) We will also remind of the importance of investing in VET and technology policies. 3) On the other hand, it has been contributing to improve the quality of life by promoting personal development, which helps to increase the employment potential of people, to reduce current technology inconsistencies and to make the transition to employment more smoother. We are confident that in this

10) The Riga Conclusions 2015 PREAMBLE: Declaration of the Ministers in charge of vocational education and training - of EU Member States, Candidate Countries, European Economic Area Countries.

respect, all groups deserve all our attention and dedication. 4) Besides, it will strengthen efforts to better understand the skills needed in the labor market. Monitoring trends by sector and region, and utilizing this understanding to support education and training policies, learning and career guidance and counseling. 5) In addition, it will focus on long-term policies through effective investment, strategic partnership enhancement, and cooperation to promote VET innovation and excellence. Moreover, flexible and progressive channels for competitive European VET can be strengthened.

Let's look at the role of VET in the European growth and jobs agenda. EU Riga Conclusions 2015 includes Annex 1, Annex 2, and Annex 3 that make up an inseparable part: 1) The socioeconomic and institutional background of Annex 1 provides an overview of the foundation of new medium-term delivery. 2) The EU-level activities listed in Annex 2 will support the implementation and monitoring of the delivery mentioned above in the participating countries. 3) The Annex 3 provides an example of policy options linked to new outcomes that present the role of vocational education and training (VET) in the context of growth and employment agendas and the strategic framework for European cooperation in education and training (ET 2020).

To develop high-quality and labor market-related vocational skills & qualifications based on learning performance approach: 1) Promote work-based learning (WBL) in all forms with special attention to apprenticeship, by engaging in social partners, companies, conference offices, and VET suppliers, as well as by stimulating innovation and entrepreneurship to promote.¹¹⁾ 2) Develop a quality assurance mechanism for VET that meets

11) According to European Centre for the Development of Vocational Training (CEDEFOP), work-based learning refers to knowledge and skills acquired through carrying out- and reflecting on- tasks in a vocational context, either

the European Quality Assurance in Vocational Education and Training (EQAVET) recommendations and build a continuous information and feedback loop on I-VET and C-VET systems based on learning results as part of the quality assurance system.¹²⁾ 3) Provide efficient and integrated guidance services and validation of non-regular and informal learning to improve all qualifications through accessibility to VET and a more flexible and infiltrating system. 4) Enhance the main competences in VET curriculum and provide more effective opportunities to acquire or develop the technology through I-VET and C-VET. 5) Introduce systematic approaches and opportunities for early and continuous professional development of VET teachers, trainers and mentors.

Given these challenges, VET played a much more important role in overall growth and employment planning. The contribution of the VET, especially the work-based learning and apprenticeship system, is widely recognized to facilitate youth unemployment, harmony of training and labor market demands, and employment conversion. The Rethinking Education Communication (2012)¹³⁾ emphasized the need to build a world-class VET

at the workplace or in a VET institution. For Initial Vocational Education & Training (IVET), according to the Commission report from 2013 (Work-based learning in Europe: Practices and Policy pointers), there are three forms of work-based learning:

- 1) alternance schemes or apprenticeships typically known as the "dual system".
- 2) work-based learning (WBL) as school-based VET which includes on-the-job training periods in companies.
- 3) work-based learning integrated in a school-based programme, through on-site labs, workshops, kitchens, restaurants, junior or practice firms, simulations or real business/industry project assignments.

12) EQAVET recommendation: <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1430316040997&uri=CELEX:52014DC0030> Initial VET (I-VET) and Continuing VET (C-VET).

13) Rethinking Education - European Commission: 2014-09-13. ec.europa.eu/.../multilingualism/rethinking-education_en Rethinking Education - Supporting education and training in Europe and beyond. Rethinking Education

system and participate in work-based learning. The European Union (European Alliance for Apprentices) for Apprenticeships, Youth Guarantee and Youth Employment Initiative, which began in 2013, has identified a crucial role in VET to increase the employment potential of young people. The key to this goal is the development of skills and capabilities of European manpower, including high-quality VET and lifelong learning promotion. They supported mobility for work and learning, increased transparency and understanding of qualifications and competencies, improved quality of VET, and made it easier to access lifelong learning with better information and guidelines. The new outcomes must support the work of the national and social partners supporting EU Riga Conclusions 2015 in implementing VET reforms, and EU member states require the development of national recommendations issued in the VET field during the European semester. It is also a key part of the priority that the same policy cycle is proposed by 2020 and the 2020 strategic framework of education and training by 2020. The Copenhagen Process¹⁴⁾ and the ET 2020 strategic framework as a European cooperation platform for VET are especially important for ensuring consistency in VET and other educational and training fields.

2. How has Riga Conclusions been helped to solve youth unemployment?

Currently, the stagnated economy is not expected to be easily reversed throughout the EU member countries. It is true that it's not easy to present

is an initiative set up in 2012 to reform education systems across ...Commission Communication on the Rethinking Education.

14) The Copenhagen Process on the Handling of Detainees in International Military Operations (The Copenhagen Process) was launched on 11 October 2007 and was concluded in Copenhagen on 19 October 2012.

a solution for promoting employment of young people. The perception of these problems cannot be solved by a long-term plan for vocational education, and short-term financial support to solve the risk of low wages and poverty at the moment is also necessary. The financial support policy, which is discussed as the shortest support measure, is largely divided into the method through loan and the support method through subsidy.¹⁵⁾ Specifically, the European Investment Bank's 6 billion euros were set as a loan budget for young people, and 3 billion euros were allocated for small and low-interest loans to support young people who lacked financial resources for vocational education. The budget for financial aid in the form of subsidies was set at about 22 billion euros, relatively more than loans. It included the European Parliament's budget of 6 billion euros, which was decided to increase the budget to 8 billion euros at the EU summit in late June and to execute it early. The subsidy budget for youth unemployment has been increased to about 24 billion euros. There are many ways to revitalize the employment of young people through subsidies, and the shortest way to do this is to use the wage conservation method for youth employment.

Specifically, the European Union's youth unemployment support fund is used in a way that some of the wages for the employment are partially preserved for SMEs employing young people for member countries with a youth unemployment rate of more than 25%.¹⁶⁾ The way of job creation is to incorporate the unemployed population into the existing job market, but it is a reality that this method is not enough for the current economic situation

15) The budget for this financial aid includes 6 billion euros from the European Investment Bank (EIB), 6 billion euros from the European Parliament, and 16 billion euros from the European Rescue Fund (ESF). Financial support from Sozialfonds is expected to be added.

16) International Labor Brief, 2013-08; The Results and Evaluation of the Meeting for the Promotion of Youth Employment in EU Member Countries; Korea Vocational Development Institute.

in Europe. In the meantime, starting an economic life as a self-employed person through start-up as a way to revitalize the private economy is also a way to reduce the unemployment rate. The start-up support program has already been implemented on the basis of the European Investment Bank's funds at the European Union level.

Through Riga Conclusions 2015, it was discussed that the start-up support system was further activated and intensive support for industries that could develop. In addition, the improvement of the labor force level of the young people through the activation of vocational education and the expansion of employment opportunities are also basic and mid- to long-term measures for solving the unemployment problem of the young people. It was also agreed among the member countries that measures to effectively exchange and move the labor force according to the unification of the economic zone between the EU member countries should also be based on the activation of vocational education. Based on this awareness of the problem, the European Union-level vocational education exchange program was planned beyond the revitalization of vocational education at individual national level. It was designed based on the 'ERASMUS' system, which was an exchange program for students in the European Union, and was named 'ERASMUS +' as an exchange education program for vocational students.¹⁷⁾ The European Vocational Exchange Portal (EURES) is planned to be available for the exchange of vocational students, a network for labor exchange operated by member countries.

17) Erasmus+ (2014-2020) is the new 16 billion euro catch-all framework program for education, training, youth and sport. The new program has an enhanced focus on student and educator mobility, reform of existing overlapping structures and greater cooperation in the field of education with non-EU countries. It is intended to all European students, trainees, teachers, trainers and youth. The framework brings together the Lifelong Learning Program and The focus is on formal and informal learning across EU borders to improve the skills and employability of students, educators and workers.

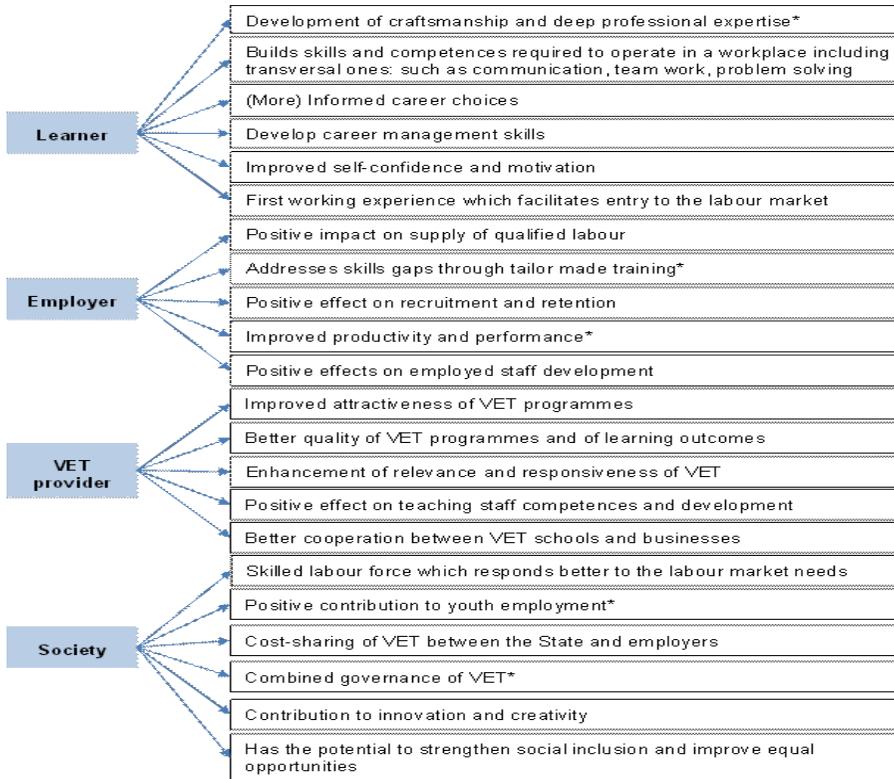
The problem of youth unemployment has become so serious that regardless of talent and interest, it is pointed out that the number of students who continue their studies aiming at college entrance is increasing and leaving school without preparation for work and being incorporated into the labor market. In this case, the level of labor force is relatively low, so it is mostly incorporated into the low-wage labor market. Labor life that started is difficult to lead to full-time workers in a vicious circle of low wages and long-term labor. The meeting was designed to provide young workers who are included in the labor market without preparation, with the opportunity to get vocational education in priority by linking schools, Labor offices, youth centers, parents and parent organizations. That is work-based learning (WBL) in initial vocational training, complemented by European Centre for the Development of Vocational Training (CEDEFOP)'s review. WBL is an approach to continuous vocational education and training (CVET) and a study on the effects of various styles in CVET. High school level, 50 percent of young people in Europe, mainly on upper secondary VET, are enrolled in VET. The three major WBL models in Europe are integrated into apprenticeship, company training periods, and school-based programs. This type of education suggests that two goals can be achieved: improving the employment potential of individuals and improving economic competitiveness.

As mentioned in Rethinking Education Communication¹⁸⁾ and Youth Employment Package, the value of the VET and dual training system in promoting youth employment is clearly recognized. So creating opportunities for high-quality, work-oriented learning is the current European education and training policy. As shown in Figure 4 below, there is an advantage of this type of learning for all parties involved, starting with a company that

18) See also the document "VET for Better Skills, Growth and Jobs" of 20/11/2012, available at: http://ec.europa.eu/education/news/rethinking_en.htm

invites learners or works with VET schools and institutions, and provide them through VET providers and even a wider social level.

[Figure 4] Benefits of workplace / in-company learning



* These benefits are in particular attributed to work-based learning approaches where the period of time spent on the workplace is substantial, such as apprenticeships.

* Source: Work-based learning: a win-win situation for learners & companies (European Commission/ Education and Training)

It also announced the creation of a dedicated youth employment program called by the apprenticeship. Part of this solution can be found in high-quality vocational education & training (VET) systems, where employers' active

participation and powerful elements of work-based learning can leverage the knowledge transfer technology of youth to facilitate work transition. They need to take the first step into the labor market. Countries with powerful and attractive VET systems, especially those with well-maintained apprenticeship systems, are generally doing better in terms of youth employment.

The purpose of EU Riga Conclusions 2015 is to emphasize how member states can work closely with social partners and other stakeholders to establish or strengthen various types of vocational-based learning to solve youth unemployment through high-level VET. This is one of the contributions of the European Commission to strengthen vocational learning in early VET, and is a follow-up to Bruges Communiqué to analyze successful career-based learning models. Work-based learning is the example of a win-win situation, especially in the company, as in the apprenticeship process. A more long-term plan was to provide a foundation for flexible shift from school education to vocational education through the expansion of vocational counseling centers and the linkage with schools. The new labor administration office, which can take charge of these overall activities, was also presented at the meeting, which was the motif of the Labor Office and the vocational center system: 1) Job search, 2) Job counseling, 3) Job introduction, 4) Labor policy research, and other four areas of support for employment promotion policies and practical work were discussed.

The "Youth Guarantee" policy, which is considered an innovative policy, appeared in Nordic countries in the 1980s and 1990s such as Sweden, Norway, Denmark, Finland. There were some differences in each country, but there were two commonalities: one was to give young people a top priority in minimizing the period of unemployment or non-economic activity, and the other was to ensure young people opportunities for academic, employment, or vocational training and to provide customized opportunities for consumers.

This pioneering policy has changed, but it has contributed effectively to reducing youth unemployment, despite the economic crisis. The basic purpose of the "Youth Guarantee" policy is to provide high quality education, training, vocational training, and employment opportunities to all unemployed youths who have been out of employment or education within four months. It consists of programs that promote youth recruitment (as youth employment subsidies, internship subsidies) such vocational training, apprenticeship, and prevention of school interruption. Although there were differences in the details and implementation of policies in each European country, major programs such as education and training for employment, prevention of school dropouts and healing education, employment support services, direct employment creation, employment subsidy support, and start-up support were common.

IV. Case Study : Policy efforts to youth unemployment issues

"What are the Case Studies of EU RIGA CONCLUSIONS 2015?"

The individual experience of youth unemployment varies from country to country. Also, the definition of youth can vary from country to country, so you can get a deeper insight into the causes and consequences of the youth unemployment through this case study of specific countries. Each European city also has various policies and projects to cope with youth unemployment.

1. Youth unemployment in the United Kingdom: Edinburg Guarantee

The youth unemployment rate in the UK is generally the unemployment

rate for young people aged 18-25. According to June 2010 statistics, 92,000 young people under 25 are unemployed, which is equivalent to 19.6 percent of the youth unemployment rate.¹⁹⁾ This is the highest youth unemployment rate in 17 years.²⁰⁾ In November 2011, youth unemployment was 1.02 million,²¹⁾ in 2014, it decreased to 767 thousand people. As the youth unemployment level in the UK has increased, some politicians and media critics have talked about the "Lost Generation"(Jane 2012).

Youth unemployment increases the opportunity to become an adult and experience unemployment. Some people linked the 2011 London riots to the high levels of youth unemployment. In response to this, the Edinburgh Employment Security (Edinburg Guarantee)²²⁾ provides job training and education opportunities for all graduates to work by forming partnerships between cities, industries, employers, education centers, schools and parents.

There are a variety of opportunities available to young people, from jobs, modern apprenticeships, training programs and additional training:

1) Jobs (post school) - Many employers create jobs for school graduates and invite young people to the ladder to provide a great stepping stone to start their journey in the world of work. Work at a level that provides a strong foundation for developing skills, knowledge, and experience with the potential to develop in the future.

2) Modern Apprenticeships (post school) offers opportunities for young

19) "Dole queue beckons for Britain's young | David Blanchflower | Comment is free | guardian.co.uk". London: Guardian. 2010-06-20. Retrieved 2010-07-13.

20) "Expats exit grim UK". Republikein.com.na. 2010-07-08. Retrieved 2010-07-13.

21) Allen, Katie (2011-11-16). "Youth unemployment hits 1 million". The Guardian. London.

22) The Edinburgh Guarantee is a vision that all sectors in the city will work together to ensure that every young person in Edinburgh will leave school with the choice of a job, training or further education opportunity available to them. <http://www.thegarantee.org/edinburgh-guarantee.aspx>

people over the age of 16 as an alternative to their ability, experience, and qualifications to build a career in a chosen field without having to study full time. This is done through a combination of paid employment, practical training, and credentials authorized by industry standards. Modern apprentices also acquire key skills if necessary, including communication, repair, problem solving, collaboration with others, and IT technology.

3) Edinburg Project SEARCH (post school) provides employment and learning opportunities for disabled youth. To qualify, you must meet the following conditions: between 16 and 29, should get a full-time job (more than 16 hours) and live in Edinburgh, Midlothian, East or West Lothian, having a recognized disability, should be able to delegate full time for one year, can travel alone or learn how to start a program. This program runs from August to July every year. During the program period you are: 9 a.m. to 4 p.m. during the term every Monday through Friday, should complete three different internships within Edinburgh City Council or NHS Lothian, should complete 5 hours in internship and 2 hours in training room every day, completing the credentials and project search process to acquire skills for a job. Teachers and two career coaches left the scene to provide classroom learning and work support.

4) Employability Fund (post school) has a variety of educational institutions that can support young people for the purpose of guaranteeing employment. All of these organizations are supported by employers who are willing to provide job placement to improve their skills, experience and knowledge at work. Many of these institutions are given industrial qualifications along with job placement, so ask if you are really interested in a particular industry. However, other educational institutions can customize the training needed for areas where they want to secure jobs, giving them more general qualifications, such as Work Ready Certificate.

5) College Courses (post school) - Edinburg College is one of Scotland's

largest universities, with about 19,000 students on four campuses in Edinburgh and the Lothians, providing a variety of active career and academic courses, it offers flexible learning opportunities that meet all learning needs. Whatever path young people choose, it offers more than 700 courses, from access to degree programs to ongoing professional development, to help achieve future ambitions.

6) Graduate Apprenticeships (post school) designed by employers and industry experts were created with the development of apprentices in mind. The graduate apprenticeship process helps you build the skills and knowledge that the Scottish industry needs. Youth work, youth get paid, youth get a degree. Youth will spend most of their time learning at work, but they are a student at a university or college.

7) JET Academy (in school) is a work-based learning program for S4-S6 school students.²³⁾ JET stands for occupation, education and training, aiming to prepare the world of work by providing valuable work experience and the opportunity to receive a nationally recognized employment possibility award. This is consistent with the business deployments that will perform long-term work experiences with employers during the agreed period, and the school schedules are adjusted to accommodate them.

8) Career Ready (in school) is an ambitious business-driven charity that helps young people aspire and increase their chances of life by reducing the gap between education and employment. This is done by allowing S5 & S6 students to access the actual work environment. Besides, it is an encouraging program that includes mentor process. Students begin their own experiences at S5 and

23) Secondary education in UK can take up to 6 years, covering ages 12 to 18, from S1 to S6. Education is not compulsory after the age of 16, the age of majority in UK law (Note: Some ages vary because of the child's birth year): [S1 Ages 11-12 or 12-13 / S2 Ages 12-13 or 13-14 / S3 Ages 13-14 or 14-15 / S4 Ages 14-15 or 15-16 / S5 Ages 15-16 or 16-17 / S6 Ages 16-17 or 17-18]

conduct rigorous two-year enrichment programs with school curriculums to allow them to enter higher education or career worlds on a confident basis with more information and inspiration.

9) Foundation Apprenticeship (in school) helps create better connections between young people, education and employers and better prepare young people for a working world. It usually starts with S5 or S6 and completes the foundation apprenticeship for a year or two, and will spend time with the school, at the university, and with the employer. Most major universities and universities in UK receive Foundation Apprentices with the same admission requirements.

2. Youth unemployment in Spain : Employment Subsidy Policy

Spain has continued to grow negative for five years since 2009, when the real estate bubble collapsed in 2008 due to the economic crisis in the United States. In 2015, the youth unemployment rate exceeded 50%. Spain's Prime Minister Raji, who started his second term in 2016, has pursued labor reforms such as reducing retirement allowances for regular employees and reducing taxes for companies employing young people instead of giving them autonomy to adjust wages to companies with difficulties in management.

As a result, the Spanish economy, which had been hit by the financial crisis in 2012, was able to recover gradually. The government announced in August 2014 that it'll implement a policy to subsidize companies employing youth unemployed under the age of 25. Each local employment center has launched a job search guarantee program that connects young unemployed people with businesses.

The key to the policy is to pay the company 300 euros a month for half a year if it hires unemployed people under the age of 25 as regular employees (unlimited contract workers). The company can also get subsidies if it hires

interns or vocational school students as apprentices. It is nice that the government has come to full swing in resolving youth unemployment, but there is also a voice of criticism about its effectiveness. Economists point out that the problem is that job stability is not guaranteed. Jobs provided by the government are not based on the needs of the company, so it is highly likely that the government will disappear if the support is stopped. And by setting a mandatory six-month period of employment, the government cannot stop the company from laying off the hired young man after six months of maximum subsidy. The government's policy to secure stable youth jobs could be reduced to a six-month "short-term contract" expansion.

Finding new jobs; The innovations of Igualada city in Catalonia, Spain, are creating attractive jobs for young people in the textile industry. Igualada develops three textile industry clusters and derives strategic issues including market conditions, branding, design, supply chain management and logistics. The encouragement of designers' participation, formation of a network to support micro business, and support for joint fashion collections led to an increase of 25% in related fields and 70 jobs creation for 18 months.

The link between education and employment; Talent is not merely a high education, but a capacity to meet the needs of various jobs in the city. Airbus in Andalusia, Spain, conducted a program in which local governments, local and national agencies and universities participated in the program, recognizing that there was a large gap between education and employers in the region. The program, which aims to eliminate the disconnection of education and employment, develops vocational training related to the aviation industry through cooperation with national and local authorities, conducts standardized vocational training, and in the morning internship work in conjunction with the master's course and lectures in the afternoon.

V. Conclusion & Implications for Korea

To approach unemployment, you must first identify changes in the world of work. By changing existing jobs that are ignored, we can consider actively coping with youth unemployment. In Korea, the unemployment rate has increased since the International Monetary Fund (IMF)'s crisis in 1997. When the IMF relocation was an export-driven economic growth period, and Korea's unemployment rate was a full employment market. In addition, the new recruitment was active because investment was active. After the IMF, large-scale restructuring produced about 25% of self-employed people, and 25% increase in the proportion of non-regular workers. The unemployment rate in the Euro-zone, is all those countries that have joined the European single currency considered as a group, has continued to decline last year, and in September 2017, it was the lowest in nine years, at 8.9%. On the other hand, consumer price inflation, which affects consumer purchasing power, remains at the level of 1% to mid-level, and it is evaluated that a virtuous cycle structure is being formed in which jobs are increased and private consumption is increasing. The unemployment rate in Korea has increased in recent years, as the youth unemployment rate of member countries of the Organization for Economic Cooperation and Development (OECD) has fallen every year due to the global economic recovery.

According to data provided by the Korea Joongang Daily, the unemployment rate of youth (15-24 years old) among OECD member countries between 2014 and 2018, the unemployment rate in most countries is rapidly improving, while Korea (15-29 years old) is falling from 10% in 2014 to 9.2% in 2017 Dec. and to 8.8% in 2018 Sep.²⁴⁾ Of the 35 OECD member countries, only four

24) OECD Labour Force Statistics 2018, Annual ISSN: 23083387 (online)

<https://doi.org/10.1787/23083387> 청년 고용동향 - 국가지표체계, 고용노동부

countries, including Turkey, Norway and Chile, have increased youth unemployment rates like Korea. The manufacturing utilization rate, which has a great impact on new employment, is also lower than that of other countries. The manufacturing industry is not getting much better in the face of growth in certain industries such as semiconductors, which is why it is difficult for companies to significantly increase new employment as expected by the government. The government's various policies also put pressure on the expansion of employment, especially in the case of workers in industries directly affected by the minimum wage, such as food and lodging, and the like. According to the March employment trend, the number of employed workers in other fields increased slightly in the year compared to March last year, while the number of employed workers in wholesale & retail and lodging restaurants decreased by 116,000 (1.9 percent). It is difficult to survive international competition without the use of overseas manpower in the global era, but it is getting out of overseas at a very rapid pace.

For example, Samsung Electronics produces 80 percent of its products and Hyundai Motor produces about half of its products overseas, while mobile phones, televisions and refrigerators produce 77 percent, 93% and 75% of their products overseas. The rise in domestic labor costs, the rigidity of the labor market, and the avoidance of friction are the main factors of overseas production, but the number of jobs in Korea has decreased.

As the economic downturn continued after the 2008 financial crisis and the future became uncertain, investment and employment became sluggish as Korean companies also restrained their investment by building cash assets. The high youth unemployment rate is a product of the age of growth without employment, which is caused by the lack of absolute number of jobs. The youth unemployment problem is a global crisis, so each country should take

measures in cooperation rather than looking for individual solutions. It is urgent to resolve the contradiction of the global economic structure of high unemployment rate and shortage of skilled technicians. The mismatch caused by the technical gap between the workforce that educational institutions emit and the workforce that has the skills required at work (Skills Gap) has increased youth unemployment by about 30 percent over the past five years.

I think that a solution to the youth unemployment problem is to reduce the technical gap between education and business by combining a solid manufacturing base, fiscal soundness, and an apprenticeship program in the regular school curriculum. Through close cooperation between the government, educational institutions and companies, it is necessary to establish a mid-to long-term manpower supply and demand plan and exchange information closely with career counselors at school. Reducing mismatch is another solution to the youth unemployment problem. Unless there is a vigorous "economic growth" or "mismatch" solution, the youth unemployment problem will continue to be a serious headache for the global society. In order to solve the problem of youth unemployment in the future, it is important for young people to create jobs with high quality sustainable employment security as a priority. Rather than implementing measures with legal and institutional binding, it suggests a market-friendly solution that will respond more flexibly to changes in the market. We must strengthen the link between school education and vocational skills, as can be seen in European countries. Meanwhile, it is necessary to induce the apprenticeship system to increase youth employment potential in the future rather than to eliminate short-term youth unemployment.

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‘2015 EU RIGA 협약’ 분석 및 한국에 주는 시사점*

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논문요약

본 연구의 목적은 EU의 ‘Riga Conclusions 2015’ 프로그램을 통해 유럽과 한국의 청년실업 문제에 대한 원인 및 직업 교육 훈련, 그에 따른 해결 정책을 제시하고자 한다. 청년실업은 세계화·정보화 시대인 오늘날 대부분의 국가에서 안고 있는 사회적 문제이다. 2008년 세계금융위기 이후 유럽의 노동시장과 경제는 급격히 약화되었고, 고용 없는 성장(Jobless Growth)시대의 산물인 높은 청년 실업률은 해당 국가에서 해결해야 할 가장 심각한 사회적 이슈로 떠올랐다. 가장 먼저 해고되고 가장 나중에 고용되는 세대로 불리는 유럽의 청년층과 이에 해당하는 한국의 청년층은 취업 시장에서 제외되고, 이로 인해 ‘유럽의 잃어버린 세대 & 한국의 포기한 세대’라는 새로운 청년계층이 형성되었다. 본 연구는 EU의 ‘Riga Conclusions 2015’를 통해서 유럽의 청년실업위기에 대한 대책과 직업훈련 시스템에 대한 특징 및 성과, 그리고 그 지원 정책을 분석하고, 특히 한국의 청년 실업 문제 해결을 위한 시사점을 제시할 것이다. 아울러 청년 실업의 개별 경험은 국가에 따라 다르고, 청년의 정의 또한 유엔의 표준화된 그것과 다를 수 있으므로 특정 국가에 대한 조사를 통해 청년 실업의 원인과 결과에 대한 더 깊은 통찰력을 얻을 것이다.

주제어: 유럽연합(EU), Riga Conclusions 2015, 청년실업, 직업교육훈련, 고용 없는 성장

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