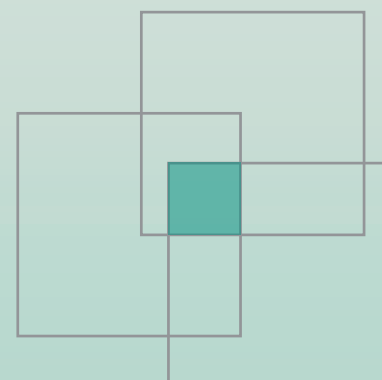




International
Labour
Office

YOUTH EMPLOYMENT AND MIGRATION

A REVIEW OF PRACTICES FROM
JOINT PROGRAMMMES OF THE UNITED NATIONS



YOUTH EMPLOYMENT AND MIGRATION

**A REVIEW OF PRACTICES FROM
JOINT PROGRAMMES OF THE UNITED NATIONS**

Copyright © International Labour Organization 2013
First published 2013

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to ILO Publications (Rights and Permissions), International Labour Office, CH-1211 Geneva 22, Switzerland, or by email: pubdroit@ilo.org. The International Labour Office welcomes such applications.

Libraries, institutions and other users registered with reproduction rights organizations may make copies in accordance with the licences issued to them for this purpose. Visit www.ifrro.org to find the reproduction rights organization in your country.

Youth employment and migration: a review of practices from joint programmes of the United Nations / International Labour Office, Employment Policy Department, Youth Employment Programme. - Geneva: ILO, 2013

ISBN 978-92-2-128076-7 (Print)

ISBN 978-92-2-128077-4 (Web pdf)

International Labour Office; Employment Policy Dept

youth employment / young worker / labour migration / employment policy / good practices / Albania / Bosnia and Herzegovina / Costa Rica / Honduras / Nicaragua / Paraguay / Serbia / Philippines / Tunisia

13.01.3

ILO Cataloguing in Publication Data

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

ILO publications and electronic products can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva 22, Switzerland. Catalogues or lists of new publications are available free of charge from the above address, or by email: pubvente@ilo.org

Visit our website: www.ilo.org/publns

Printed in Switzerland

ATA

Acknowledgements

The youth employment and migration practices that are documented in this publication are a product of the Knowledge Management Facility on Youth Employment and Migration. This facility was sponsored by Spain through the Achievement Fund of the Millennium Development Goals (MDG-F).

The analysis and documentation of these practices would have not been possible without the support of coordinators and experts of the joint programmes on youth employment and migration which is acknowledged with many thanks.

The practices that are contained in this publication were presented and validated through a peer-review process that took place during two international workshops in 2011. The feedback was used to improve implementation of the pilot practices and/or to further refine the analysis of the same practices. A revised version of the practices was discussed during a final international workshop that took place in October 2012.



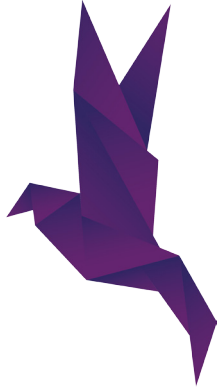


TABLE OF CONTENT

| | |
|---|-----------|
| Acknowledgements | 5 |
| PART I Introduction and overview of practices | 9 |
| 1. Introduction | 10 |
| 2. Overview of promising practices | 12 |
| 3. Summary of practices implemented by the youth employment and migration programmes | 16 |
| 3.1. Knowledge base on youth employment and migration | 16 |
| 3.2. Youth employment policies and action plans | 16 |
| 3.3. Governance of youth migration | 17 |
| 3.4. Targeted youth employment interventions | 18 |
| 3.5. Service and programmes targeting young migrants | 19 |
| PART II Analysis of practices on youth employment and migration | 21 |
| 1. Bridging the knowledge gap on youth employment and migration for evidence-based policy-making | 22 |
| 1.1. Improving data on youth labour market indicators (Albania) | 23 |
| 2. Policies and action plans to attack the youth employment crisis | 26 |
| 2.1. Mainstreaming youth employment in the national employment framework (Peru) | 27 |
| 2.2. Youth Employment Fund (Serbia) | 30 |
| 2.3. Regional Action Plans for youth employment (Tunisia) | 33 |
| 3. Governance of youth migration | 36 |
| 3.1. Decent work opportunities for young domestic workers (Paraguay) | 37 |
| 3.2. Promoting the productive use of remittances (Honduras) | 40 |
| 4. Piloting innovative youth employment services and programmes | 44 |
| 4.1. Access to quality counselling and guidance services (Bosnia and Herzegovina) | 45 |
| 4.2. Profiling labour market disadvantage for better targeting of youth service and programme delivery (Costa Rica) | 47 |
| 4.3. Activation approaches to combating social exclusion among youth (Serbia) | 51 |
| 4.4. Territorial employment pacts (Albania) | 55 |
| 4.5. Revolving fund to support entrepreneurs (Nicaragua) | 58 |
| 5. Extending the reach of services and programmes targeting young migrants | 60 |
| 5.1. Life skills for young generations of migrant workers (China) | 61 |
| 5.2. A one-stop-shop centre for young migrants (The Philippines) | 63 |
| PART III Summary notes of joint programmes | 67 |

PART I

Introduction and overview of practices



1. Introduction

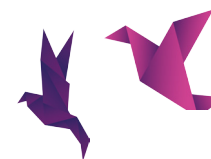
In 2007, the United Nations (UN) established the Millennium Development Goals Achievement Fund (MDG-F) to help attain the goals set by the Millennium Declaration. The Achievement Fund is a wide-ranging development cooperation mechanism with an overall budget of more than US\$800 million. It was funded by a contribution from the Government of Spain to the UN system to implement programmes aimed at eradicating poverty and inequality

The Fund sponsored 130 joint programmes in 50 countries around the world. These programmes covered eight thematic areas: Children, Food Security and Nutrition; Conflict Prevention and Peace-building; Culture and Development; Democratic Economic Governance; Development and the Private Sector; Environment and Climate Change; Gender Equality and Women's Empowerment; and Youth, Employment and Migration. These joint efforts reached out to 9 million people – mostly women, children and young people.¹ The knowledge generated through the implementation of these programmes worldwide will be instrumental in shaping the post-2015 development agenda.

The *Youth Employment and Migration (YEM)* thematic area aimed at supporting interventions to promote productive employment and decent work for young people at national and local levels. It comprised 15 programmes spanning countries in Africa, Asia, South-East Europe and Latin America, and had a total allocation of US\$71.8 million. It involved 14 UN entities and over 1,000 national and local institutions (see Figure 1).²

The partners at national and local levels included ministries in charge of labour and employment, youth and sport, health, economy and planning, enterprise development, agriculture, education and science; municipalities and national statistical institutes; employer and worker organizations; public employment services and civil society organizations.³

During their implementation, these programmes amassed a wealth of information, knowledge and tools not only on youth, employment and migration, but also on approaches related to the design, monitoring and evaluation of joint programmes.⁴



¹ MDG-F, *Fulfilling the promise of the Millennium Declaration: The MDG Achievement Fund experience*, at: www.mdgfund.org/sites/default/files/Fulfilling%20the%20promise%20of%20the%20Millennium%20Declaration%20-%20The%20MDG-F%20experience.pdf.

² Food and Agriculture Organization (FAO), International Labour Organization (ILO), International Organization for Migration (IOM), Joint United Nations Programme on HIV/AIDS (UNAIDS), United Nations Development Programme (UNDP), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Population Fund (UNFPA), United Nations Children Fund (UNICEF), United Nations Industrial Development Organization (UNIDO), United Nations Office on Drugs and Crime (UNODC), United Nations Office for Project Services (UNOPS), World Health Organization (WHO), United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and World Tourism Organization (UNWTO).

³ MDG-F, *Youth, Employment and Migration: Thematic window development results report, 2013*.

⁴ This body of knowledge has been collected and systematized in a series of learning package on joint programming, monitoring and evaluation of youth employment programmes, youth employment data requirements and analysis, and on youth labour migration.

Figure 1: Countries and UN Entities that implemented joint programmes on youth employment and migration



The *Knowledge Management Facility* (KMF) on youth, employment and migration was established in 2010, under the coordination of the International Labour Organization (ILO). This facility aimed to capitalize on the knowledge gained during the implementation of the joint programmes, share lessons learned and disseminate promising practices. Knowledge was shared among joint programme teams and national partners through regional and global workshops, online discussion forums and via the establishment of a network of youth employment practitioners.⁵

The KMF partnered with national teams to identify and document innovative, promising and replicable practices throughout the life of the joint programmes. Each team was required to compile information on practices that proved effective during joint programme implementation, in relation to promoting decent work opportunities for youth, and in the management of youth migration. These practices were shared among the peers during the knowledge-sharing activities promoted by the KMF.⁶

⁵ More information is available at: www.ilo.org/employment/areas/youth-employment/kmf-yem/lang-en/index.htm.

⁶ The practices were discussed in the two regional and one global workshop, organized by the Facility for Joint Programme Teams, held in Budapest, Lima and Punta Cana.

2. Overview of promising practices

Since there is no common understanding of what constitutes a “good practice” in the field of youth employment and the management of youth migration, the KMF identified three features that characterize “promising practices”. These include any type of intervention that:

- has positively affected youth employment and/or the management of migration, and is able to provide evidence of its results (e.g. collected data or information documenting positive change);
- can specify why it has been successful by explaining how the joint programme’s activities affected the beneficiaries, and how this led to a positive change in youth employment and/or the management of migration;
- shows a potential for replication by other organizations or institutions, is able to specify how and in which context it can be useful for others, and articulates the necessary preconditions for adaptation.

The following criteria were used to assess promising practices that are included in this publication:

Relevance: the degree to which an intervention: (i) contributed directly or indirectly to the promotion of youth employment and/or the management of migration; (ii) is suited to the needs and interests of the target groups; and (iii) is aligned with national priorities.

Effectiveness: the extent to which the intervention achieved its objectives and can document this process. It assesses whether the practice actually made a difference and brought about the desired changes.

Impact: the positive and negative changes (e.g. direct and indirect, intended or unintended) produced by the practice. It assesses the extent to which changes in social, economic, environmental and other development indicators can be attributed to the practice.

Efficiency: the results - qualitative and quantitative - in relation to the inputs. The focus is on the ability to clearly identify and quantify the human, financial and material resources that were used, and how they helped to achieve the intended results. This criterion has also been used, in a broader sense, to assess the effect of the practice on the way national and local institutions and organizations deliver services and programmes.

Sustainability: the extent to which the benefits are likely to continue after external funding/support has ceased and/or the joint programme ends.

Innovation: the ability to design and implement new approaches or improve existing ones. It indicates whether the practice has used approaches or activities that are new, different or less well-known, which can be of potential interest to others.

Replicability: the degree to which a programme or its parts can be integrated into other programmes, or transferred to other geographical regions or contexts.



Based on these criteria, 13 practices were identified that have the potential to contribute to the promotion of youth employment and good governance of youth migration. These practices summarize the results achieved and the lessons learned, as well as scaling up and replication potential.

Although the range and scope of the interventions envisaged by the joint programme depended on the challenges facing young people in the specific national and local contexts, a number of common elements underpinned their implementation strategies. These are based on an integrated and coordinated approach centred on policy formulation, and informed by a sound knowledge base and the lessons learned from direct experience.

Strategies that operate at both the macro (e.g. policy and legislation development) and micro level (e.g. delivery of youth employment and migration programmes and services) are more effective in responding to the needs of young people and in improving overall governance of the labour market. Comprehensive and well-targeted programmes can mitigate education and labour market failures; promote equity in the labour market; ease the transition to the formal economy; and minimize the risks of labour market detachment, social exclusion and unsafe migration practices.

The description of promising practices that is given in Part II of this compendium is organized around the following five areas: (i) enhancement of the knowledge base to shape youth employment and migration policies, (ii) design of policies and action plans for youth employment; (iii) good governance and policy design for youth migration, (iv) targeted youth employment interventions and (v) migration services and programmes. Each of these is accompanied by a summary note that provides basic facts about the joint programme and the country of implementation (see Part III).

- **Enhanced knowledge base on youth employment and migration.** Research, survey and data collection on youth employment, social protection and youth migration informed policy and programme development, improved reporting on achievement of the MDGs, and increased awareness of youth employment and migration challenges at national and local level. Many joint programmes, including those in Albania, China, Ecuador, Peru, Serbia, Turkey and Tunisia, implemented interventions in this area of work.

- **Development of youth employment policies and plans of action.** Mainstreaming youth employment targets into national employment policy frameworks (e.g. Peru and Serbia) and the development of youth employment policies and national action plans (e.g. Albania, Nicaragua, Paraguay, Peru and Turkey, among others) proved instrumental in delivering on decent work commitments. Technical assistance in this area led to better policy coherence and coordination (e.g. Ecuador and Peru) and increased public financing (e.g. Albania, Honduras, Serbia and Turkey).

- **Governance of youth migration.** Interventions were geared to improving the management of migration drivers (e.g. Albania, China, Honduras and Tunisia, among others), strengthening institutional capacity to monitor migration flows (e.g. Bosnia and Herzegovina) and designing policies to protect the rights of migrants (e.g. Paraguay).

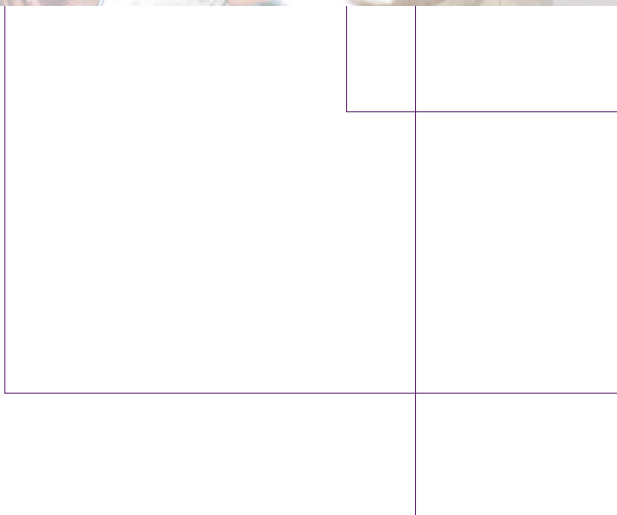
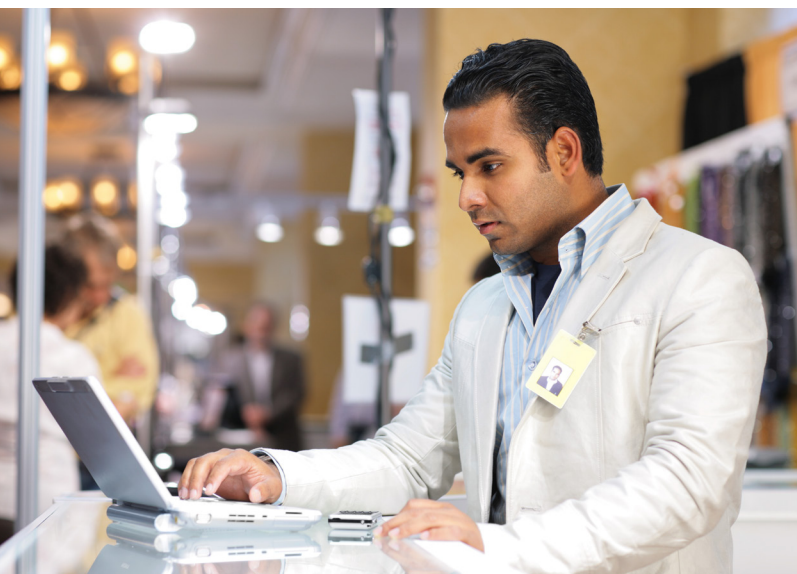
- **Implementation of targeted youth employment interventions** improved the access of vulnerable youth to employment counselling and career guidance (e.g. Albania, Bosnia and Herzegovina, the Philippines, Turkey); non-formal literacy and life skills (e.g. China and South Sudan); competency-based on and off-the-job vocational training (e.g. Albania and Serbia); work experience schemes (e.g. Albania, Bosnia and Herzegovina, Serbia,); and entrepreneurship training, business services and access to finance (e.g. Costa Rica, Honduras, Nicaragua and Peru). Territorial employment pacts (e.g. Albania) and private-public partnerships (e.g. Tunisia) promoted job creation, while barriers that kept low-skilled youth out of the labour market (e.g. Peru) were dismantled. Passive and active employment programmes were integrated to break the cycle of inter-generational poverty and welfare dependency (e.g. Serbia)

- **The development of service and programmes targeting young migrants** focused on all stages of the migration process, namely before departure, the period spent abroad, and the return (e.g. China, the Philippines and Peru, among others). Temporary migration schemes were also piloted (e.g. Bosnia and Herzegovina and Tunisia).

The work of institutional strengthening and capacity building was a cross-cutting feature of all joint programmes, aimed at improving the technical, functional and operational capacities of national and local institutions and agencies, as well as community-based structures.

All joint programmes addressed these three areas of intervention. However, for each area only those practices that were sufficiently documented and responded to all of the above-mentioned established criteria were included in this compendium (see Table I).

A key feature of the practices presented in this publication revolves around the details that are offered to ease their adaptation to different contexts. A description of all practices successfully implemented at national and local level by the joint programmes is available in the review of key findings and achievements of the Youth, Employment and Migration theme.⁷ The surveys, publications and other tools developed by the joint programmes are also available on the webpage of the MDG Achievement Fund.⁸



7 MDG-F, Youth, employment and migration: Review of MDG-F joint programmes key findings and results, MDG-F Thematic Studies at: www.mdgfund.org/sites/default/files/YEM_Thematic%20Study.pdf.

8 See the MDG-F Library collection at: www.mdgfund.org/library.

Table 1: Promising practices of the youth, employment and migration thematic window

| Country | Practice | Area |
|-------------------------------|--|---------------------|
| Albania | Ad hoc youth module of the annual Labour Force Survey | Data |
| | Territorial Employment Pact to deliver integrated youth employment measures | Programmes/services |
| Bosnia and Herzegovina | Employment services targeting unemployed youth | Programmes service |
| China | Life skills training for the new generation of youth migrating across provinces | Programmes/services |
| Costa Rica | Profiling system to identify young people at risk of exclusion (e.g. vulnerability index) | Programmes/services |
| Honduras | National mechanism to promote the use of remittances for the development of local communities | Policy |
| Nicaragua | Revolving fund and seed grant system to support young entrepreneurs and youth-led cooperatives | Programmes/services |
| Paraguay | Youth employment policy that extended labour protection legislation to young domestic workers | Policy |
| Peru | Mainstreaming of youth employment targets in the national employment policy and implementation of National Action Plan on youth employment | Policy |
| Philippines | One-stop-shop centre for young migrants, children left behind by migrant parents and returning migrants | Programme/services |
| Serbia | Youth Employment Fund to finance targeted employment and social inclusion programmes | Policy |
| | Integrated social and employment service delivery model to address the needs of youth at risk of social exclusion | Programmes/services |
| Tunisia | Regional Action Plans to address the specific youth employment challenges at local level | Programmes/services |

3. Summary of practices implemented by the youth employment and migration programmes

3.1 Knowledge base on youth employment and migration

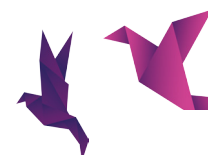
Availability of information on youth employment and migration is critical to the identification of key challenges, and to shaping policies and programmes to address them. In many of the countries that participated in the youth, employment and migration theme, such knowledge bases were insufficiently developed. Many joint programmes, therefore, worked to improve the capacity of national statistical offices and government agencies for data gathering and analysis; to develop national monitoring and evaluation systems; and to undertake quantitative and qualitative surveys on specific employment and migration research items.

In **Albania**, the available labour market data were insufficient to measure the extent of youth under-employment, or the incidence of informal work arrangements among young people, or wage gaps between young and adult workers. To build a reliable baseline against which to measure the achievement of decent work for young people, the joint programme *Youth Migration: Reaping the Benefits and Mitigating the Risks* designed an ad hoc youth module, which was attached to the 2009 Albanian Labour Force Survey. The data from this exercise refined the targeting of youth employment promotion interventions at national and local level.

3.2 Youth employment policies and action plans

Today, there is increased recognition that productive employment and decent work for young people cannot be achieved through fragmented and isolated interventions. Rather, it requires sustained, determined and concerted action by a wide number of actors. The 2012 Resolution, *The Youth Employment Crisis: A Call for Action*, adopted by the International Labour Conference at its 101st Session, provides a global framework for countries to shape national strategies and take context-specific and targeted action on youth employment.⁹ Specifically, it encourages member States to consider: (i) assigning the highest possible priority to youth employment in national development frameworks; and (ii) developing, with the involvement of the social partners, integrated and time-bound national action plans for decent employment with measurable outcomes.

⁹ The full text of the 2012 Resolution can be accessed at: www.ilo.org/ilc/ILCSessions/101stSession/texts-adopted/WCMS_185950/lang-en/index.htm.



To respond to widespread employment challenges, the Government of **Peru** adopted a national employment policy (2010–14) that assigns priority to youth employment. This was operationalized through the implementation of a youth employment action plan, under the aegis of the joint programme *Promotion of Employment and MSEs for Youth and Management of Youth Labour Migration*. The plan proved instrumental in converting employment creation, employability and entrepreneurship priorities into concrete actions.

In **Serbia**, there was an urgent need to leverage resources to finance programmes targeting disadvantaged youth. The joint programme *Support to National Efforts for the Promotion of Youth Employment and Management of Migration* responded by strengthening the Youth Employment Fund. Today, the Fund pools resources from various sources (e.g. central and local governments, the international donor community and the private sector) to finance a dedicated line of employment services and programmes targeting youth most at risk from labour market detachment and social exclusion.

In **Tunisia**, the diverse economic and social backgrounds of the three districts targeted by the joint programme *Engaging Youth to Achieve the MDGs*, required the adoption of a regional approach for the design and implementation of youth employment interventions. Regional Employment Plans (REPs) on youth employment became a means to decentralize the implementation of the youth employment policy and better address regional development gaps in the regions of Gafsa, Le-Kef and Tunis.

3.3. Governance of youth migration

Poor employment prospects push millions of young women and men to migrate abroad. Young people constitute the main population group migrating every year, principally from Africa, Asia, and Latin America and the Caribbean. A lifecycle and rights-based approach, centred on the promotion of youth employment and the protection of migrant workers, is needed to provide decent work opportunities for young labour migrants. The ILO *Multilateral Framework on*

Labour Migration, together with the wide range of International Labour Standards on employment, young people and migrant workers, represents a valuable tool to guide decision-makers in the design and implementation of comprehensive policies for the promotion of youth employment and the governance of labour migration.

In **Paraguay**, domestic work is the main source of employment for young people, and especially young women, migrating from rural to urban areas and abroad. Many are forced to leave school early and are doubly discriminated against, as women and as young workers in a sector with limited social security benefits, low wages and long hours of work. The work of the joint programme *Economic Capacities and Opportunities for Social Inclusion* resulted in the adoption of the *Law on Domestic Workers*, which extended the coverage of employment protection legislation to domestic workers and gave them full access to the national health insurance system.

Over the past decades, the remittances of migrant workers have grown to become one of the largest sources of financial flows to developing countries, with levels often surpassing portfolio investments and official aid flows. There is a clear and recognized link between the inflow of remittances and reduction in the incidence and severity of poverty. Because remittances are generally spent on consumption items, they help to lift large numbers of people out of poverty. The overall effect of remittances on the economic development of countries of origin, however, is not as straightforward.

Honduras is among the top ten remittance-receiving countries in the world. To promote the productive use of remittances, the joint programme *Human Development for Youth: Overcoming the Challenges of Migration through Employment* helped to channel the investments of Honduras migrant networks abroad towards activities generating employment and business opportunities at the local level. This was achieved by matching the funds invested by migrants in local development projects with an equal amount provided by the government (*Remesas Solidarias*).

3.4. Targeted youth employment interventions

In many countries, different approaches to the promotion of decent work for youth have been developed through narrow programmes, with little knowledge of the characteristics of young people, main labour demand or labour supply constraints. Conversely, evidence from evaluations of youth employment initiatives show that the most effective programmes are those that offer a comprehensive package of services, are targeted to the needs of young individuals and the requirements of the labour market, and are linked to work experience with strong involvement on the part of the private sector.

The Public Employment Service (PES) in **Bosnia and Herzegovina** registers unemployed persons and provides basic information on job openings. Some services, however - such as job placement, individualized counselling and guidance, and dissemination of labour market information - are lagging behind. To remedy these shortcomings, the *Youth Employability and Retention* joint programme develop a dedicated line of employment services through the Centres for Information, Counselling and Training (CISO) targeting young unemployed people.

In **Costa Rica**, the multiplicity and diversity of programmes to improve human capital and combat social exclusion, and the number of institutions involved, makes it difficult for beneficiaries to access the services they need. To improve the effectiveness of public service delivery, the joint programme *A One-Stop-Shop for Youth Employment* pooled services and providers under one roof. At the core of this service delivery model is a vulnerability index that differentiates the delivery of employment assistance across population groups, based on individual circumstances and the barriers faced in the labour market.

In **Serbia**, the joint programme addressed the separation (and fragmentation) of social and employment service delivery at national and local level, and eased the introduction of a whole-system approach, whereby a single caseworker coordinates the services provided to young clients by different institutions (integrated service delivery). Today, this model is at the centre of activation approaches targeting social assistance beneficiaries sanctioned in the *Law on Social Welfare* (2011).

In **Albania**, the enormous decent work challenges facing young workers in the Kukes district could not be addressed by the local government alone. It required extensive partnership with the strong commitment of a wide range of actors (e.g. public institutions, education and training services, private sector enterprises and community-based organizations). The Territorial Employment Pact (TEP) for young people, implemented under the aegis of the YEM joint programme, increased effectiveness in the use of available resources, improved the quality of support provided to the most vulnerable groups of young people, and leveraged additional funds for the region to sustain job creation and improve living conditions.

Self-employment may represent for some young people a feasible alternative to wage-employment. Young entrepreneurs, however, face a number of barriers to setting up and running a business. One such constraint is access to finance. In **Nicaragua**, the joint programme *National Development Capacities for Improving Employment and Self-employment Opportunities for Young People* responded by establishing a grant scheme and a revolving fund for cooperatives and micro-enterprises set up by young people. This facility offers loans at favourable interest rates and with longer repayment periods compared to those available through banking and micro-finance institutions.

3.5 Service and programmes targeting young migrants

One area where countries of origin can play an essential role in protecting the rights of young migrant workers is pre-departure services. Such services should focus on informing young potential migrants about the living and working conditions in main destination countries, and the administrative and legal procedures in force, and raise awareness about the risks of migrating through irregular channels.

In the last few years, **China** experienced large migration flows across its provinces. Most migrants moved to large urban centres to find employment in manufacturing, service sector industries and construction. The majority of this new generation of migrants are young people (aged 23 on average and aged 16–18 at the time of the first migration episode). These young migrants, however,

are often marginalized and exposed to poor living and working conditions. The response of the joint programme *Protecting and Promoting the Rights of China's Vulnerable Migrants* was geared to ensuring that young migrants acquired the basic skills to adapt to their new life and work environment before leaving home.

In the **Philippines**, the joint programme *Alternatives to Migration: Decent Jobs for Filipino Youth* supported the establishment of one-stop resource centres targeting disadvantaged youth, young migrants and youth left behind by migrant parents. These centres provide information and services on employment, reintegration, safe migration, referral to education and training, and entrepreneurial and psychosocial counselling.



PART II

Analysis of practices on youth employment and migration



1. Bridging the knowledge gap on youth employment and migration for evidence-based policy-making

Having good quality labour market information is critical to shape policies that are based on evidence. Tangible evidence, experience and knowledge about young people's situations are prerequisites for relevant, efficient and effective government strategies and policies. Many countries that participated in the *Youth, Employment and Migration* theme of the MDG Achievement Fund lacked sufficiently developed knowledge bases to shape policy objectives, design targeted interventions, or measure the effectiveness of youth employment and migration initiatives.

The joint programmes engaged in the improvement of the capacity of national statistical offices and government agencies to collect and analyse data on youth labour market indicators, development of national monitoring and evaluation systems and implementation of quantitative and qualitative surveys on specific employment and migration topics. This resulted in better youth labour market statistics and in an increased uptake of evidence in policy formulation.

A successful practice with potential for replication in other settings was implemented in Albania, through the introduction of an ad hoc youth module to the national Labour Force Survey.





1.1. Improving data on youth labour market indicators

Albania

Initial situation

The development of a National Action Plan on youth employment in Albania highlighted the scarcity of statistical data on challenges young people faced in the labour market, and the effect labour market outcomes had on domestic and international migration flows. Existing surveys did not measure the extent of under-employment or the incidence of informal work arrangements among young people. They also failed to provide figures on earnings disaggregated by age groups and urban-rural divide. Furthermore, the recent introduction of the Labour Force Survey in the national statistical programme (2007) did not permit the analysis of youth employment trends over time or the extent of decent work for young people. The lack of reliable baseline data limited the entire policy formulation process and the design of a sound monitoring system to measure the attainment of youth employment policy objectives. Against this backdrop, the Ministry of Labour, Social Assistance and Equal Opportunity and the Albanian Institute for Statistics decided to establish a working group to steer the collection and analysis of youth labour market data. This group comprised different ministries and representatives of employer and worker organizations.¹⁰ The chosen approach was to attach an *ad hoc* youth module to the Albanian Labour Force Survey.

¹⁰ This working group was established within the framework of the Inter-ministerial working group for the development of the National Action Plan on Youth Employment.

Results achieved

The information collected through the *ad hoc* youth module of the national labour force survey (LFS) was instrumental to conduct an in-depth analysis of the youth labour market in Albania and to develop baseline data in order to inform the formulation of the National Action Plan on Youth Employment (2010–13).¹¹ The information collected through the youth module was also used to: (i) identify groups of young people most at risk of poor labour market outcomes (e.g. those exposed to under-employment, informality and labour market detachment); (ii) design achievable youth employment objectives and policy outcomes; and (iii) establish a solid monitoring and evaluation framework to measure progress in addressing the youth employment challenge.

The assistance provided by the joint programme achieved two additional results with a longer-term impact. First, additional variables to measure decent work indicators were embedded into the core Labour Force Survey (LFS) questionnaire. Since 2010, these labour market data have been reported by the National Institute of Statistics, disaggregated by age, sex, educational attainment and by people living in rural and urban areas. Second, the availability of reliable information

¹¹ The Albanian action plan on youth employment can be downloaded from the web page of the Ministry of Tourism, Youth and Sports at: www.mtkrs.gov.all/web/pub/nap_eng_web_610_1.pdf.

on labour market outcomes, according to individual characteristics, was used to refine the targeting of youth employment promotion interventions at national and local levels.

Strategy

One of the first stumbling blocks revolved around the selection of a suitable method for collecting the required data. The explored options included: (i) merging labour-related data from different surveys (e.g. the household budget survey, the labour force survey and the living standards measurement survey); (ii) running a specific school-to-work transition survey; or (iii) attaching an *ad hoc* youth module to the existing LFS. The merging of available labour-related figures posed a number of methodological difficulties that required time as well as expertise not readily available in the country. The running of a school-to-work transition survey - although technically feasible and able to provide the necessary figures in a timely manner - was discarded, as neither the Ministry nor the Statistical Institute could ensure that required resources were available to conduct this survey after the end of the joint programme.¹²

The introduction of an *ad hoc* youth module to the existing LFS questionnaire offered the possibility of trial-testing of the indicators to be used in future questionnaires of the survey. A further phase revolved around the identification of the survey methodology. This included a definition of the population of interest, the range of individual characteristics to be explored, and the labour market variables required to understand the relative position of young people in the labour market.

The population of interest was defined as individuals aged 15–29 who had left the formal education and training system at the time of the survey. The decision to include young adults aged 25–29 was determined in light of increasing shares of youth enrolling in private and public universities to gain graduate and post-graduate awards. The inclusion of upper-bound age categories encompassed young people who had studied abroad and then returned to

Albania. The range of individual characteristics included in the standard LFS questionnaire (e.g. age, sex, marital status, residence and educational attainment) was considered suitable for the requirements of policy design. However, a question was added on the length of time between leaving formal education and training and acquiring the first job, so as to measure the duration of the school-to-work-transition.

The work on labour market variables commenced with those already included in the LFS questionnaire, such as activity status (e.g. employed, unemployed, not economically active), hours of work, main occupation, branch of economic activity, status in employment, reason for not seeking work, job-search methods and past work experience. These were expanded to capture: (i) employment in the informal economy; (ii) prevalence of involuntary temporary work and time-related underemployment, and (iii) average earnings. In order to allow the measurement of trends in informal employment, the module used the same definition as that adopted by the Living Standards Measurement Survey (LSMS). This resulted in comparable figures for the years 2003, 2005 and 2009.¹³

In order to measure involuntary temporary work and time-related under-employment, questions were added to the standard LFS questionnaire regarding the reasons why young respondents were working part-time (or less than the normal hours of work) and on temporary contracts (e.g. individual choice vs. lack of permanent work). Finally, a new question was introduced on labour-related earnings to measure the youth-adult wage gap, and to attempt to identify low-paid young workers.

The design of the *ad hoc* module was based on the format, sequencing and wording of the existing LFS questionnaire. In practice, the standard LFS questionnaire was divided into two parts. The first part, to be administered to all respondents, collected information on the individual characteristics of household members, while the second part comprised two questionnaires: one to be administered to all respondents aged 15–29 at the time of the survey and one for those aged 29 and

12 See ILO, *School-to-work transition survey: A methodological guide*, ILO, Geneva, 2009, available at: www.ilo.org/employment/areas/youth-employment/work-for-youth/WCMS_191853/lang-en/index.htm.

13 For the purposes of the LFS, informal workers are all individuals employed in one of the following categories: (i) contributing family members; (ii) self-employed (in the private, non-agricultural sector) with less than five employees; and (iii) all wage-employees for whom social security contribution went unpaid.

over. The weight system, constructed on the sampling frame of the 2001 census, had to be slightly adjusted to allow values for youth, adult and the overall working age population to be estimated. Sample stratification, mode of data collection and sample replacement procedures remained the same.¹⁴

The field staff, mainly recruited specifically for the survey, underwent a three-day training on survey administration modes, coding procedures, skipping patterns and replacement protocols. The staff of the Labour Market Statistics Unit of INSTAT carried out data entry, quality control and generation of estimates. The results were published as an integral part of the 2009 Labour Force Survey findings.¹⁵

14 For additional information on the LFS methodology see www.ilo.org/dyn/lfsurvey/lfsurvey.list.

15 See www.instat.gov.al/media/37915/2009_labour_force_survey_results.pdf.

Potential for replication

This practice could be adapted to different contexts, provided that there is an institutional capacity for collecting and analysing data. For countries that have no established national labour force survey programme, the *ad hoc* module can be attached to an existing household-based survey (e.g. the household budget survey) or a multi-purpose survey (e.g. the living standards measurement survey).

This approach may be a cost-effective means to gather essential information on the youth labour force and its characteristics, especially if a fully-fledged survey cannot be undertaken. For countries that have an established LFS programme, items that may be researched through an *ad hoc* youth module – may include average earnings, lifelong learning, domestic and international migration patterns, and equality in employment and occupation.

✓ This practice is **relevant** because it allows decision-makers to gather information required to design feasible youth employment policy interventions

✓ It is **effective** because with minimum investment in an existing survey, policymakers can obtain labour market information disaggregated by age group and include under-employment, informal employment and temporary work. The benefits of the application

✓ It is **innovative** because it used the format of an *ad hoc* module attached to an established household survey to gather youth labour market data. This reduced considerably the long processes related to data collection. In this sense, it was **efficient**, as it leveraged resources already being invested at national level for data collection.

✓ It is **replicable** in any country that has a regular household-based survey.

✓ Although its **impact** was not measured rigorously, its effects are likely to be long-lasting, as it aligned the methodology of a national statistical programme to international standards on labour statistics.



2. Policies and action plans to tackle the youth employment crisis

Over the past decade, youth employment has acquired growing prominence on national development agendas. Despite some progress, the implementation of effective policies for youth employment remains a challenge. There is, however, increased recognition that productive employment and decent work for young people cannot be achieved through fragmented and isolated interventions. Rather, it requires sustained, determined and concerted action by a wide number of actors. This means a coherent approach that articulates supportive policies centred on two basic elements: an integrated strategy for growth and job creation, and targeted interventions to help young people overcome the specific barriers and disadvantages they face in entering and remaining in the labour market.¹⁶

Many of the *youth employment and migration* programmes implemented initiatives to: (i) mainstream employment and decent work for youth into national development plans, (ii) improve policy coordination and coherence, and (iii) strengthen institutional capacity to effectively deliver youth employment interventions. In some instances, such work took the shape of technical assistance for the development of a national youth employment policy (e.g. Paraguay). In other countries the interventions were articulated in national youth employment action plans (e.g. Albania, Costa Rica, Honduras, Nicaragua, Philippines and Turkey) that operationalized youth employment priorities of national development plans or employment policies. Nearly all programmes emphasized coordination and policy coherence through the establishment of inter-ministerial committees and national boards on youth employment.

Innovative practices emerged in [Peru](#) with the mainstreaming of youth employment objectives in national frameworks and their operationalization through a national action plan; in [Serbia](#) through the piloting of alternative models to finance youth employment interventions at national level; and in [Tunisia](#) through the design and implementation of youth employment action plans at the regional level.

¹⁶ See ILO, The youth employment crisis: A call for action, *Resolution adopted at the 101st International Labour Conference, Geneva, 2012.*





2.1. Mainstreaming youth employment in the national employment framework

Peru

Initial situation

Notwithstanding the strong economic growth recorded for the period 2000-10 (over 6 per cent on an annual basis), six out of ten unemployed individuals in Peru are young people. Over two-thirds of young workers are employed in precarious jobs in the informal economy, and over half of the youth population would consider migrating abroad if given an opportunity. To respond to such a youth employment challenge, the joint programme “*Promotion of Employment and Micro-enterprise for Youth and Management of Youth Labour Migration*” helped the Government of Peru design a national employment policy (2010–14), which prioritized youth employment. This was operationalized through the implementation of a national action plan on youth employment.

Results achieved

By end-2012, the measures set forth by the action plan on youth employment had assisted more than 390,000 young people. The reforms introduced to ease young people’s entry into the labour market (Certijoven), promote entrepreneurship (ProJoven Emprendedor and SIG-E) and assist young people exposed to migration (Infomigra) are now permanent features in the country. Several areas of innovation introduced by the joint programmes have been expanded to include other age groups.

This is the case of the youth-related measures and services introduced by the labour offices. Meanwhile, strategies aimed at youth employment creation continue to be implemented through the National Employment Strategy. A new national action plan for youth employment has been developed in Peru and is currently in the process of being adopted.

The innovation introduced in Peru revolves around the integration of policy development aspects through the adoption of national employment policies and the articulation with a time-bound and youth-specific national action plan that is operationalized through the implementation of a wide-range of national programmes and services.

Strategy

Three basic principles guided the development of the action plan in Peru. First, the complexity of the youth employment challenge required the engagement of policy-makers from various government institutions and agencies (employment and labour, economy, education, social protection), employer and worker organizations, and groups representing the interests of young people. A tripartite committee on decent work for young people (*Mesa de Diálogo Social Juvenil para el Trabajo Decente*) was set up within the framework

of the National Labour Council. This committee guided the design of priority objectives and oversaw implementation of the National Action Plan.¹⁷

Second, a realistic assessment of the employment constraints facing young people was deemed essential for the formulation of feasible policy interventions. National youth employment and migration surveys were conducted in 2009 and 2011 to provide information on the youth labour market and identify the main school-to-work transition pathways.¹⁸

Third, since the achievement of youth employment objectives could be realized only in the medium to long term, a firm policy commitment over time was instrumental to ensuring long-term, sustained and concerted action for the promotion of decent work for youth. This was achieved by embedding youth employment objectives into the National Employment Strategy.

Building on the findings of national surveys, the action plan on youth employment set forth a number of reforms for the creation of decent employment opportunities, the improvement of employability, the promotion of entrepreneurship and the protection of young migrant workers. The key reforms revolved around mechanisms to ease the transition of young people to work, the modernization of career guidance services, the development of a national training programme for young entrepreneurs, the design of an information system to simplify market assessments, and the establishment of information and orientation services for young migrants.

- The **Youth Employment Portal**, managed by the employment services, helps young people to search for a job.¹⁹ The portal offers information on available vacancies (updated daily), provides advice on preparing a resume and job interview techniques, and allows users to send online applications directly to enterprises looking for workers.

17 The Tripartite Committee on decent work for youth meets regularly to identify priority areas of interventions within the strategic framework of the Employment Strategy. The participatory approach of the Committee and the engagement of young people in its decisions made the joint programme receive a number of international awards.

18 See, for instance, the report of the first national survey on youth employment and migration, conducted in 2009, accessible at <http://www.mintra.gob.pe/migrante/pdf/encuesta.pdf>

19 www.empleosperu.gob.pe/empleojovent/index.asp.

- “Red tape” and costs relating to job applications were reduced by the introduction of a free-of-charge single certificate (*Certificado Unico Laboral, CERTIJOVEN*). This collects all information required by enterprises for recruitment purposes (e.g. personal information, residence, criminal record, and prior work experience or job training).
- The national programme *ProJOVEN Emprendedor* was designed on the basis of the lessons learned from the implementation of the ProJOVEN training programme combining classroom learning with on-the-job training. It included entrepreneurship coaching in the offer of training providers and granted financial support to the most promising business plans. The programme is supported by an information system service that supplies real-time market analysis and potential client bases to emerging young entrepreneurs. The information is maintained by the national statistical office and can be accessed online or in person at the offices of the Ministry of Labour.²⁰
- Finally, *Infomigra* is an information and orientation service for young Peruvians planning to migrate, migrants living abroad and potential returnees. The aim is to provide reliable information on employment offers and counselling services on return migration. The service is available one-to-one and via a web portal managed by the Ministry of Labour.²¹ The service includes contributions from the Peruvian Diaspora, as well as returnees who offer personal advice based on their own experiences.

Potential for replication

This practice can be adapted to contexts where there is a need to make the priority assigned to youth employment actionable through the implementation of concrete and measurable initiatives. Three key lessons emerge from this practice. First, the use of a participatory approach and extensive dialogue among public institutions

20 <http://sige.inei.gob.pe/sige>.

21 www.mintra.gob.pe/migrante/infirmigra.php.

and agencies, employer and worker organizations and young people, yielded higher results in terms of impact and sustainability. Second, the existence of an employment policy is not sufficient to bring focus and coherence to youth labour market policies and programmes. Coordination among different ministries is quite challenging and the development of broad-based action plans can help overcome these challenges. Third, the allocated resources need to match the scope of established youth employment targets. Many promising interventions fail to succeed due to inadequate funding.

✓ This practice was **relevant** because it addressed the main youth employment problems identified at national level in an **effective** and coherent manner.

✓ The **innovative** feature of this practice is the mainstreaming of youth employment policy objectives in the national employment strategy. This made the reforms introduced through the action plan **sustainable** over the long term, as permanent features of the institutional framework of Peru.

✓ The range of services introduced improved the **efficiency** of public institutions in addressing the main barriers faced by young people in the labour market.

✓ This practice can be adapted (**replicability**) in all contexts where there is a need to translate the priority assigned to youth employment in national development and employment frameworks into concrete and measurable results.

✓ The interventions deployed by the National Action Plan reached some five per cent of the total youth population. Aside from its direct **impact** on young people, the plan brought about a number of longer-term institutional changes, namely: the establishment of a tripartite committee on decent work for young people, increased effectiveness of labour market institutions in providing services to ease the transition to employment and self-employment, and the availability of better pre-departure and re-integration programmes for young migrants.





2.2. Youth Employment Fund Serbia

Initial situation

In Serbia, the ministry in charge of employment and the National Employment Service (NES) plan active labour market policies (ALMPs). Funds are provided to local employment offices on the basis of the available annual budget and the unemployment situation in the particular catchment area. ALMP funding is drawn from the government budget, autonomous territories and local government, unemployment insurance contributions, and grants and donations. In 2010, the total amount allocated to ALMPs for job search assistance, employment subsidies, labour market training programmes, self-employment schemes, and internship programmes targeting young secondary schools and university graduates, amounted to US\$45 million. In the same year, the share of at-risk youth (e.g. young people with a low level of educational attainment, national minorities, young refugees and displaced persons) referred to active labour market programmes accounted for only 10 per cent of total young participants (aged 15–29), even though they were the largest youth population group registered with the National Employment Service.

To support labour market institutions in the piloting of integrated active labour market programmes targeting disadvantaged youth, the joint programme decided to strengthen and expand the Youth Employment Fund (YEF), established in Serbia under a previous technical assistance programme of the ILO. The YEF pools

resources from various sources (e.g. central and local government, the international donor community and the private sector) to finance youth employment promotion programmes.

Results achieved

The YEF allowed the implementation of labour market programmes and services targeting over 4,000 young unemployed, mostly youth with a low level of education (89 per cent), no prior work experience (69 per cent), and long-term unemployed (64 per cent). This Fund: (i) combined different services and programmes into one package to address the multiple labour market barriers faced by single individuals; (ii) improved the accountability of employment and social projects funded by public-private partnerships; (iii) strengthened the decentralization of decision-making at local levels; and (iv) increased the efficiency of procedures for the implementation of youth employment interventions at both national and local level.

Strategy

Employment and Social Funds (ESFs) have been established by many countries in Africa, Eastern and Western Europe, and Latin America to: (i) promote employment and reduce poverty – especially among disadvantaged groups, (ii) foster decentralization and community participation,

and (iii) ensure transparency and greater efficiency in the management of employment and social programmes. Their structure and funding arrangements vary from country to country. In some, these funds are public law institutions (similar to pension or social insurance funds) with their own management and staff. ESFs are often funded by a percentage of payroll contributions and the budget of central and local government authorities. In some countries, the ESF groups specific budget lines of different government ministries and institutions (e.g. ministries of labour, education, finance, and research and innovation), which are put at the disposal of the Ministry of Labour and the Public Employment Services to finance employment promotion and social inclusion initiatives. ESFs can also receive funds from a variety of sources (e.g. public institutions, foundations, community-based organizations and private sector enterprises).

A previous ILO project had already piloted this type of arrangement for the co-financing of active labour market programmes on a small scale. During its initial phase, the joint programme focused on: (i) establishing an accountable management system for the funds allocated by the joint programme and the government of Serbia; (ii) setting procedures for the disbursement of funds by the National Employment Service to implement programmes at local level; (iii) designing the sequence of services and programmes to be provided as part of the employment package (e.g. eligibility criteria, type and duration of each programme and compensation levels); and (iv) establishing a monitoring and evaluation system to measure the results achieved.

The administration of the Youth Employment Fund (YEF) was assigned to a Management Committee comprising representatives of the Ministry of Economy and Regional Development, the NES and the management of the joint programme. The responsibilities of the Management Committee included: (i) approval of the structure of the YEF; (ii) endorsement of operational procedures for the implementation of programmes (e.g. roles and responsibilities of local employment offices, procurement rules, signatures of contracts, etc.); and (iii) allocation of funds and financial audit of expenditures at local level. The YEF operated as a distinct budget line of the National Employment Service. This budget line financed the services

identified by caseworkers from local labour offices in consultation with the service providers. Aside from resources allocated by the joint programme, the YEF received funds from the government of Serbia and the Autonomous Province of Vojvodina (US\$1.9 million), the Soros Foundation (US\$0.9 million) and other donors for a total of US\$4.5 million.

The second phase of the operations of the Fund centred on the design of services and programmes and the testing of implementation procedures, for approval by the Management Committee. The work was undertaken by NES staff with the technical assistance of the management of the joint programme on the basis of a set of guidelines for the implementation of active labour market programmes targeting disadvantaged youth. These guidelines included: (i) eligibility rules for young participants and external service providers; (ii) descriptions of services and programmes (e.g. duration, compensation for beneficiaries and providers, contracting procedures); (iii) sequencing of measures and workflow in local employment offices; (iv) samples of evaluation grids for service providers, application forms and questionnaires for follow-up surveys, and (v) monitoring and evaluation procedures. The Management Committee approved these guidelines, allocated the available funds across the targeted districts and determined the scope of the implementation mandate for the directors of local offices.

The target group comprised unemployed youth (aged 15–29) with low educational attainment (lower secondary education and less) and facing additional barriers to labour market entry (e.g. young Roma, internally displaced persons and refugees, youth with disabilities, beneficiaries of social assistance and returnees). The YEF financed three main lines of services: (i) on-the-job training delivered by private enterprises and included an external assessment system for the competencies acquired by participants; (ii) self-employment programmes (e.g. training, grants and mentoring services); and (iii) programmes for young persons with disabilities (e.g. vocational rehabilitation services, on-the-job training, employment subsidies and workplace adaptation grants).

From September 2009 to April 2012, the resources provided to the YEF by the joint

programme (US\$1.9 million) and the government of Serbia (US\$1.7 million) enabled the targeting of 4,160 young unemployed.

A performance monitoring system was established to measure the employment and earnings effects of the services financed by the YEF. The system comprised: (i) collection and analysis of administrative data on the characteristics of young beneficiaries and service providers; (ii) calculation of employment and earnings levels of participants at the end of the programme (using administrative and survey data); and (iii) benchmarking of employment and earnings data by type of programme, individual characteristics and geographical location. Information technology software was designed and attached to the “*Unified Information System*” of the NES to compute the total cost per individual beneficiary.

The government evaluated several administrative models to ensure the sustainability of the YEF. These included an independent government agency, a specialized department attached to a ministry, and a set of dedicated budget lines under the control of the institutions responsible for employment promotion. The most suitable proved to be the latter model with a dedicated budget line opened by the Treasury with the NES, which was enabled to receive contributions from a variety of sources and under the supervision of the State Court of Auditors.

Potential for replication

There are three basic requirements for the adaptation of this practice. The first is the existence of a Public Employment Service or of another provider of public services with experience in the design and implementation of labour market and social inclusion measure, and with reasonable geographical coverage of the territory. The second revolves around the possession of previous experience in the management of labour market services and programmes (e.g. trained staff, established workflow procedures, ability to manage funds and report on expenditures). The third relates to the readiness of national-level institutions to decentralize implementation and administration of funds to the local levels. One of the key features of the YEF was the level of discretion assigned to the directors of local labour offices. Within the funding envelope and broad eligibility criteria approved by the Management Committee, these directors had the authority to prioritize certain target groups (e.g. youth with disabilities or young beneficiaries of social assistance), specific economic sectors and modify the sequence of programmes and services. This gave local managers the ability to adapt active labour market programmes to emerging needs. For instance, the effects of the 2008–09 economic downturn were most severe in the north of the country. To manage increasing inflows of young workers who had lost their jobs, the directors of the employment offices in the north of Serbia decided to partially waive some requirements for participation in the programmes funded by the YEF.

✓ This practice succeeded in pooling existing resources and attracting new ones towards the achievement of national youth employment objectives. Its **relevance** consisted primarily in the introduction of an accountable, transparent and **effective** resource allocation method for the implementation of interventions targeting groups of young people who were most at risk of social exclusion.

✓ The introduction of new, streamlined procedures in the workflow of the Public Employment Service increased the **efficiency** of service delivery, not just for young people, but for all registered unemployed. This made the intervention **sustainable** over the long term.

✓ The most **innovative** feature of the Youth Employment Fund was its ability to leverage resources stemming from different sources towards the achievement of a common objective. The YEF attracted the resources, including from regions and municipalities.



✓ The use of a dedicated budget line of the employment services made the operation of the YEF cost-effective mechanism for the funding of specific youth employment projects. As such, it is an experience easily adaptable to different contexts (**replicability**).

✓ The **impact** evaluation of the programmes financed through the YEF for the period 2009–10 is on-going, and results will be available by the beginning of 2014.



2.3. Regional Action Plans for youth employment *Tunisia*

Initial situation

Despite sustained economic growth rates - averaging around 5 per cent on an annual basis for over a decade - the youth unemployment rate in Tunisia has remained three times higher than for adults (30 per cent of the youth labour force in 2010). Of particular concern are the high unemployment rates among young university graduates (over 65 per cent remain unemployed for at least 18 months after graduation); the low share of women in employment (38 per cent); the magnitude of informal employment (40 per cent of the labour force); and the large disparities in economic growth, income and wealth between internal and coastal regions. The population and economic activities of Tunisia are concentrated mainly in the north-east (Governorate of Tunis) and the mid-east (Governorate of Sfax) of the country, with the coastal region accounting for 75 per cent of non-agricultural jobs. The poorest regions also suffer from a lack of attention on the part of the authorities with the coastal areas receiving the lion's share of public investment.

The diverse economic and social backgrounds of the three governorates targeted by the joint programme (Gafsa, Le-Kef and Tunis) required the adoption of a regional approach to the development of youth employment interventions. Regional Employment Plans (REP) on youth employment became a means to decentralize the implementation of the youth employment interventions and better address regional development gaps.

Results achieved

The joint programme initiated the development of regional action plans in July 2011, just six months after the "Jasmine Revolution". The institutional changes that followed caused some delays in the formulation of the Plans but offered an opportunity to forge a broad-based consensus among several local actors. This consensus allowed identifying priorities and moving into action under difficult circumstances. The added value of the Regional Employment Plans was exemplified by the implementation of the agreed priority interventions even before their official launch. The decentralization approach to the implementation of youth employment policy objectives was positive and addressed the economic and social specificities of each governorate.

Strategy

The collection and analysis of labour market data to obtain a clear understanding of the nature and extent of the youth employment challenge at governorate level was a prerequisite for the formulation of the Plans. This required the capacity building of Regional Employment Observatories that gathered, systematized and analysed data related to youth labour supply, labour demand and conditions of work constraints in the three governorates. On the demand side, the analysis focused on the capacity of enterprises to absorb youth labour,

the quality of jobs available to young workers, the skills demanded by growing occupations, and the economic sectors that had greater potential for job creation. On the supply side, the research focused on the returns to education, the job expectations of young labour market entrants, the incentives to take up informal employment, and “queuing” for jobs in the public sector. The analysis on conditions of work explored wage levels, hours of work, transition rates from informal to formal jobs and the extent of vulnerable employment.

Before becoming the object of the Plan, complex problems needed to be disaggregated by their cause-effect relations and prioritized, so as to allow local decision-makers to implement affordable and feasible strategies. This process required a public consultation involving several actors (e.g. local public institutions; employer and worker organizations; and groups representing the interests of young people). The establishment of local technical committees provided a platform for public-private dialogue geared to: (i) prioritizing youth employment problems at the regional level; and (ii) formulating strategic action to tackle youth employment barriers. Its members were trained in the design, monitoring and evaluation of regional plans for youth employment, as well as the management of public-private policy dialogue.

The committees started to refine the content and implementation strategies of their respective Plans in early 2012. Since then, these Plans have become a reference to guide the various actors in the identification and implementation of youth employment initiatives in each governorate. The actions prioritized by the committees range from the reform of land titles to the introduction of emerging occupations in the offer of vocational training centres (Governorate of Le Kef); and from the maximization of agricultural value chains to the promotion of self-employment among young people (Governorate of Tunis).

Potential for replication

The replicability of a decentralized approach to youth employment implementation would need to take into account a number of factors. First, such an approach is justified in countries where local labour market dynamics and regional disparities require specific interventions. In these cases, regional youth employment plans can be designed as a complement to nationwide youth employment policies. The latter should provide the overall framework within which regional actors shape interventions targeted to local specificities. Second, there must be strong commitment among decision-makers towards decentralization of implementation, including the management of financial resources. Finally, design and implementation is a complex process. It requires regional and local institutions that are able to analyse and prioritize problems (based on statistical evidence), formulate options that are feasible and affordable, monitor the results and feed lessons learned back into the design of new interventions.

✓ This experience was **relevant** to tackling diverse youth employment realities. It provided the means to design **effective** interventions to address region-specific circumstances.

✓ There were three features that made this experience **innovative**. First, the decentralization of interventions that were tailored to regional needs. Second, public-private dialogue platforms provided a means to discuss problems and formulate solutions in a number of areas (e.g. employment, education and training, private sector development), even under difficult circumstances. This ownership made the practice **sustainable**. Third, the establishment of a framework for youth employment initiatives improved coordination and coherence, thus increasing the **efficiency** of interventions.

✓ This practice is **replicable** in countries experiencing regional employment and economic development gaps (see also practice on Territorial Employment Pacts in Albania), but also in instances where decentralization processes offer opportunities to make public actions more responsive to local development requirements.

✓ The **impact** of this experience can be measured in terms of enhanced public-private dialogue, improved coherence of youth employment interventions, and increased effectiveness of regional authorities.



3. Governance of youth migration

In 2013, young international migrants (aged 15–24) represented 12.2 per cent (i.e. an estimated number of more than 28 million individuals) of all international migrants worldwide. Age is the most consistent predictor of both international and internal migration: young people have a greater propensity to emigrate, as they have lower opportunity costs and can obtain greater long-term returns from migration compared to adults.

Poor employment outcomes in countries of origin and higher earnings in countries of destination are strong determinants of international youth migration. International migration can improve working and living conditions of young people and their families. Through the productive use of remittances, it can also contribute to the development of home countries. In some cases, however, migration can lead young people into jobs with poor working conditions, lack of social protection and, in the worst cases, human trafficking and forced labour.

The work of the joint programmes in the area of youth migration covered a wide spectrum of initiatives, including the strengthening of institutional capacity to monitor migration flows, the design of policies to protect the rights of young migrants, and the development of services and programmes for young people at all stages of the migration process (pre-departure, permanence in the country of destination, and return). In the area of governance of migration, the practices of Paraguay and Honduras respond most to the criteria of relevance, innovation and effectiveness. The former aimed to protect the rights of young domestic workers and the latter focused on the productive use of workers' remittances.





3.1. Decent work opportunities for young domestic workers

Paraguay

Initial situation

In Paraguay, domestic workers account for 6.7 per cent of total employment. This sector is the second largest provider of jobs for women, employing 18 per cent of all women workers. This share is among the highest recorded in all Latin American countries.²² Until the 1980s, many of those taking up domestic work were young women migrating from rural to urban areas. In the 1990s, rising unemployment and poverty levels fuelled large migration flows, especially among young women, towards other Latin American countries where earnings opportunities for domestic work were higher.

Only two-thirds of domestic workers have completed basic education. Many are forced to leave school early and suffer from multiple discrimination, as women and as young workers, in an economic sector characterized by limited social security benefits, low wages and long hours of work. The average salary for domestic workers in Paraguay barely reaches 40 per cent of the minimum wage.

Low wages are mainly due to three factors. First, they reflect the lower than average skill requirements for the job and the lower educational attainment of domestic workers. Second, domestic work remains largely undervalued due to the

perception that such work is “unskilled” and “typically female”. Third, domestic workers are often in a weak bargaining position, as they are not usually organized in trade unions or other organizations that defend their rights and interests.

Against this backdrop, the joint programme *Economic capacities and opportunities for social inclusion* developed a three-pronged intervention strategy with a view to: (i) strengthening the capacity of institutions to formulate and implement gender-sensitive youth employment policies that target youth most at risk of social exclusion; (ii) designing services and programmes to improve the conditions of work for young domestic workers; and (iii) raising awareness of the situation of domestic workers.

Results achieved

The work of the joint programme resulted in the adoption of the *Law on Domestic Workers*, which extended the coverage of employment protection legislation to this category of workers and gave them full access to the national health insurance system. This forward-looking piece of legislation is based on the provisions of the ILO Convention on domestic workers ratified in May 2013.²³ In parallel, the Service Centre for Domestic Workers (CATD) has provided information, guidance and mediation

²² ILO, *Domestic workers across the world: Global and regional statistics and the extent of legal protection*, ILO, Geneva, 2013.

²³ *Domestic Workers Convention, 2011 (No. 189)*.

services to young domestic workers through the network of employment offices managed by the Ministry of Justice and Labour.

Strategy

The first stage of work centred on the analysis of the youth labour market and the mapping of the existing legislation to inform the design of the youth employment policy and of programmatic interventions. The findings revealed that: (i) half of the youth population (aged 15–29) in the country had no other choice but to accept work under precarious conditions with poor access to social security benefits; (ii) only two-thirds of domestic workers in the country (mostly young women) had completed basic education, and many were forced to leave education early; (iii) workers' protection legislation was not fully applicable to domestic workers (e.g. no limitation on normal weekly hours and no entitlement to weekly rest); and (iv) domestic workers had little knowledge about their rights and entitlements at work.

The joint programme focused on the design of the broad policy and legislative framework for youth employment, and on the capacity building of national and local institutions to implement specific actions targeting young domestic workers and young people at risk of social exclusion. The youth employment policy was developed by the National Board for Youth Employment (*Mesa Empleo Juvenil*) and institutionalized within the government's flagship programme on social development. This was accompanied by capacity building of staff of the Directorate General for Employment and the Directorate for Youth Employment of the Ministry of Justice and Labour to implement and monitor the policy.

As the low educational attainment of many young domestic workers impacted negatively on their earnings and career prospects, the joint programme assisted national institutions with the design and implementation of the “*Oportunidades*” programme – a second-chance education pathway to help workers attain their basic education diploma. These courses focused on providing participants with literacy and numeracy skills. They took place in the evenings to allow individuals to combine their

work schedule with learning activities. Information sessions on workers' rights (especially unfair dismissal, bonus claims and protection against domestic violence) were included in the curriculum and were also offered separately.

The joint programme also raised awareness of the labour rights of domestic workers among the staff of vocational training institutions and the National Job Training Agency, with a view to mainstreaming such topics in vocational training programmes. Similarly, support was provided to the staff of the National Directorate for Migration and Employment and the Ministries of Interior and Foreign Affairs to implement activities to protect the rights of domestic workers abroad. A specific line of support services was piloted under the aegis of the joint programme (Service Centre for Domestic Workers) to provide information, guidance and job placement assistance to domestic workers.

The final stage of assistance centred on the scaling up at national level of initiatives piloted at local level. Specific examples include the drafting of the legislative framework for the protection of domestic workers, the transformation of the service centres into a National Service Centre for Domestic Workers, the institutionalization of second-chance education programmes, and the establishment of specific consular services for the protection of domestic workers employed abroad.

Potential for replication

This practice can be considered in contexts that have: (i) an important share of youth employment or a concentration of young migrants employed in a specific economic sector; (ii) a network of employment services able to offer a good range of services and programmes (including second-chance programmes); and (iii) policy-makers committed to reform of labour regulations that excluded domestic workers from enjoying labour rights (e.g. minimum wage, hours of work, weekly rest, maternity leave and maternity cash benefits).

This practice shows that a detailed assessment of the employment situation of domestic workers (e.g. individual characteristics, employment and career prospects, access to labour rights) is

essential to define the key areas of intervention. Awareness raising across public institutions is equally important to increase the visibility of this category of workers. Domestic work, in fact, is the main point of labour market entry for young women in many countries, and it also represents the main occupational category of young migrants abroad.

✓ The **relevance** of this practice is exemplified by the reform of labour law adopted to protect the rights of workers in a sector that accounts for nearly 7 per cent of total employment and 18 per cent of women's employment. The practice was **effective** as it extended the application of labour legislation to a large share of national workers previously excluded, and ensured the wide-ranging **impact** of the practice.

✓ The most **innovative** feature of the practice was the combination of a series of interventions under a comprehensive package of measures that included the: (i) design of promotion and protection policies, (ii) implementation of a range of services and programmes to demonstrate the validity of the proposed approach, and (iii) awareness raising of domestic work to among the general public. The institutionalization of the programmes and services piloted by the joint programme rendered them **sustainable** over the long term.

✓ The intervention was **efficient** in identifying and addressing the main cause of poor employment, low wages and lack of protection of young domestic workers.

✓ This practice can be adapted (**replicability**) in countries that have a considerable share of total youth employment or young immigrants in a specific economic sector. It can also be adapted to instances where certain categories of young workers are not sufficiently covered by the provisions of labour law.





3.2. Promoting the productive use of remittances

Honduras

Initial situation

Honduras is among the top ten remittance-receiving countries in the world. In 2010, workers' remittances accounted for nearly 17 per cent of the gross domestic product of the country (equivalent to \$2.8 billion). The great majority of senders (91.4 per cent) are nationals living in the United States of America (USA), often with an irregular status. Three main factors drive international migration flows from Honduras. The first is the limited opportunities of decent employment at home. Two-thirds of the population lives under the poverty line and over 70 per cent of young workers are engaged in work in the informal economy. The second is the wide labour-related earning differences between Honduras and the main destination countries. Earnings in Spain and the USA are between eight and ten times higher than in Honduras. The third is the strong network established by migrants abroad, which decreases migration costs for new emigrants.

Remittances constitute the third largest source of household income in the country (11.1 per cent of total income). About 70 per cent are used to finance basic living expenses (e.g. food, household items). The remaining share is invested in health care (12 per cent), housing (9 per cent) and education (5 per cent), with saving and investment comprising the remaining 4 per cent.

One objective of the joint programme *Human Development for Youth: Overcoming the Challenges of Migration Through Employment* was to promote the productive use of remittances. It encouraged Honduras networks to channel investments towards activities that generated employment and business opportunities at the local level. This was achieved through a programme of match funding (*Remesas Solidarias*): every investment made by migrant communities abroad in local development projects in Honduras triggered an equal investment from government resources.

Results achieved

By the end of the joint programme, six local projects were co-financed by Honduras migrant networks and the government (mainly refurbishing and reconstruction of schools and child care centres) in the districts of Comayagua and Intibucá. The Government of Honduras is currently expanding the *Remesas Solidarias* into a 2x1 model, where investments made by migrant networks are matched with double funds from the central government and the local municipality. This partnering arrangement allows local municipalities to implement development initiatives by investing only one-third of the total amount.

Strategy

The design of the programme was based on prior examples of Honduras migrants contributing towards local community development projects. Migrants from Intibucá, for instance, invested in electrification, water, road maintenance, educational and health projects in their hometowns. In some instances, such investment attracted additional funds from donors, civil society organizations and municipalities. Often, however, these initiatives were dispersed over multiple locations.

A number of lessons from similar experiences in other Latin American countries, such as the **3x1 Programme** in Mexico, were used for programme development. These allowed identifying what to build on and which traps to avoid.²⁴ The main issues initially addressed by the joint programme revolved around the criteria for the identification of projects and of the communities of origin of migrants, as well as the creation of transnational organizations of migrants. The main traps were the absence of mechanisms to give continuity to the projects, the limited involvement of national and local authorities, and the scarce attention paid to the employment-generating opportunities that local development projects could provide.

The first step was the mapping of Honduras communities abroad and the analysis of remittance inflows and their use at household level. Such work served two purposes. First, it provided evidence to national and local authorities of the untapped potential of the productive investment of remittances at local level. Second, it served to develop the strategic framework “**Remesas Solidarias**” and the operational guidelines for the management of local projects. This programme was officially established as a special programme of the Ministry of Foreign Affairs (Consular Service Department) in coordination with the Ministry of Social Development, the Regional Development Councils, the Association of Municipalities of Honduras and municipal authorities.

²⁴ The 3x1 Programme for Migrants in Mexico saw the municipal, state and federal governments each match funds sent by hometown associations to finance local development projects. In 2007 the Federal Government investment in these programmes amounted to \$22 million. See F.J. Aparicio and C. Meseguer, *Collective remittances and the state: The 3x1 Program in Mexican municipalities*, CIDE, 2008.

The **Remesas Solidarias** programme had two components. The first, managed by the Ministry of Foreign Affairs, involved the mapping of Honduras migrants abroad by consulates, and their organization into registered committees or clubs. The consulates involved in the pilot phase were based in US cities with a high concentration of Honduran workers (Atlanta, Houston, Miami, Washington DC and New York). These committees received project proposals developed in the municipalities of origin and organized fundraising events to finance them. The second component focused on building the capacity of local municipalities to design and implement local development projects. The task to present project proposals was assigned to working groups composed of members of household-receiving remittances, community residents, representatives of non-governmental organizations and local authorities. Once formulated by the working groups, the proposals were reviewed by the Ministry of Social Development.

The proposals were screened and prioritized on the basis of two broad criteria: (i) feasibility (technical and financial), and (ii) relevance to local development needs. Once prioritized for funding by the national government, the proposals were transmitted to the Department of Consular Services (Ministry of Foreign Affairs) for submission to registered migrants’ committees. A dialogue then ensued between the migrant communities abroad, the central government, the municipality and the local-level working group on the prospects of securing funding. The migrants’ committees organized fundraising activities both within and outside the Honduran migrant network. The funds raised abroad were matched one-to-one with government resources and allocated to the municipal budget for project implementation. The local-level working group was responsible for monitoring project implementation.

Potential for replication

The establishment of mechanisms to make remittances work to the benefit of entire communities requires: (i) a national policy framework that recognizes the contribution of migrants and engages them in dialogue about development priorities; (ii) embassies and consulates abroad able

to reach out to migrants and provide an expanded range of services; (iii) capacity building of recipient communities to use remittances for wealth and job-generating projects; (iv) local authorities able to implement projects efficiently and committed to guarantee sustainability; and (v) policy coherence and coordination at national level and between central and local authorities.

✓ This experience was **relevant** as it established mechanisms for channelling a share of the sizable inflow of remittances towards job generation, particularly for young people, and development opportunities at the local level. It proved **effective** in attracting additional resources for local development and in improving coordination and coherence between central and local authorities.

✓ What made it **innovative** was the idea to leverage resources from migrant communities abroad to the benefit of the local community as a whole, rather than only that of individual households. This enhanced the welfare effects of remittances, thus increasing overall **impact**.

✓ The institutionalization of the IxI Programme within the Ministry of Foreign Affairs and the Ministry of Social Development increased its **sustainability** prospects. The practice also increased the **efficiency** of embassies and consulates abroad in providing services to migrants, and enhanced their capacity to protect their workers' rights.

✓ Mechanisms that attempt to maximize the potential productive impact of remittances are many and very diverse. However, the Honduras experience had a number of features that could be easily adapted (**replicability**) to other contexts. These include: (i) dialogue between migrants' networks, local stakeholders and national-level authorities responsible for promoting economic and social development; (ii) capacity building of local authorities to design infrastructural, employment and social inclusion projects and ensure their continuity; and (iii) improvement in the range of services available abroad for national migrants.



4. Piloting innovative youth employment services and programmes

In many countries, different approaches towards the promotion of decent work for youth have been developed through narrow programmes with little knowledge of the characteristics of young people or the main labour supply and demand constraints. Evidence from evaluations of youth employment initiatives shows that the most effective programmes are those that offer a comprehensive package of services tailored to both the needs of young people and the requirements of the labour market. Specifically, the evidence suggests that successful labour market programmes have the following common features: (i) design that responds to labour market requirements; (ii) targeting approaches that focus on multiple labour market disadvantages; (iii) comprehensive packages of measures that combine both labour demand and supply interventions; and (iv) links to work experience with strong involvement on the part of the private sector.²⁵

The joint programmes undertook extensive work in the design, pilot-implementation and monitoring of labour market programmes, targeting the most disadvantaged groups of the young population. This was accompanied by capacity building of national, regional and local institutions to deliver youth employment interventions.

Several countries that were part of the YEM initiative implemented practices that present innovative features. Bosnia and Herzegovina launched a dedicated line of employment services targeting young unemployed. Costa Rica initiated profiling approaches to identify groups of young people most at risk of exclusion. Serbia focused on integrated social and employment service delivery. Albania established partnerships for youth employment through Territorial Employment Pacts. Finally, Nicaragua set up a revolving fund to promote youth entrepreneurship initiatives.

²⁵ ILO, *The youth employment crisis: Time for action*, ILO, Geneva, 2012.





4.1. Access to quality counselling and guidance services

Bosnia and Herzegovina

Initial situation

The labour market of Bosnia and Herzegovina is characterized by an extremely high youth unemployment rate (63 per cent in 2012), extensive engagement of young workers in the informal economy (over one-third of total employment), slow job creation and widespread skills mismatches. Many young people with high educational attainment opt to migrate abroad, attracted by the high earnings differentials that exist between Bosnia and Herzegovina and European Union countries. Unemployment is mostly long term: over half of all unemployed registered with the public employment services (PES) have been out of work for at least five years, and a quarter for over ten years.

In Bosnia and Herzegovina, registration with the employment services gives access to health insurance, but as many as 50 per cent of registered unemployed are not actively seeking work. The resulting high number of registered unemployed (over 550,000 persons as of end-2012 out of an estimated working age population of 3.2 million individuals) leads to poor service delivery mainly focused on registration and basic information on job openings. Job placement, individualized counselling and guidance, and dissemination of labour market information are services severely lagging behind.

Against this backdrop, the *Youth Employability and Retention* programme developed a dedicated line of employment services – Centres for Information, Counselling and Training (CISO) – targeting unemployed youth aged 15–29.

Results achieved

Over the period of implementation of the joint programme, approximately 20,000 young people registered with CISO offices. Of these, 10,000 received labour market information (either face-to-face or through web-based services), 20,000 received basic job-search skills training (e.g. advice on preparing a curriculum vitae and job interview techniques); over 8,600 received individual counselling and guidance assistance; about 5,000 young persons were informed about labour migration opportunities, and nearly 3,000 gained their first work experience.²⁶ The CISO offices were incorporated in the organizational structure of the public employment service.

Strategy

The first step was to survey young people regarding their job search experience, the barriers

²⁶ Youth Employability and retention programme: Final evaluation report, accessible at the following website: www.mdgfund.org/sites/default/files/BiH%20-%20YEM%20-%20Final%20Evaluation%20Report.pdf.

they faced in gaining access to the labour market, the types of skills needed to respond to employers' requirements, and the range of employment services they would like public institutions to provide. The findings of the survey (*Youth Voices*) helped to identify the broad range of services young people needed most (e.g. labour market information, job search skills, preparation for job interviews, internships and work experience programmes). They also helped to select the most attractive service delivery modality (e.g. face-to-face, web-based tools such as Facebook, voice/video-over-IP services and instant messaging). Lastly, they helped ascertain the infrastructure and human resource needs for the delivery of employment services.

The second step focused on the refurbishment of employment service premises allocated to CISO, the provision of needed equipment, the recruitment of staff, definition of the types of services to be provided, and the training of personnel in the delivery of employment services to young people. The refurbishing work was instrumental in “branding” the CISO premises, providing them with a unique appearance, easily recognizable throughout the country and attractive to young people. This served to dispel the poor image and reputation of the public employment service in the country.

The design of the service line for young clients required extensive work in the areas of collection and systematization of labour market information, screening training providers and skills training programmes, canvassing employers (to provide job opportunities, internships and work experience) and, not least, recruitment and training of staff to provide individualized counselling and guidance services. As a result, all CISO offices now offer standardized services and programmes, namely: (i) individualized career guidance and job counselling, including information about regular migration opportunities; (ii) job search training (e.g. approaching employers, scouting for job vacancies, resume writing and job interviews skills); (iii) training for core-employability skills (e.g. communication, teamwork, decision-making, computer and language skills); (iv) vocational skills (for high-demand occupations); and (v) internships and work-experience opportunities for students and recent graduates.

The CISO model was initially piloted in six local employment offices and was then extended to a further ten. The joint programme undertook a costing exercise to project annual running costs to facilitate their mainstreaming into the organizational chart of the national public employment service.

Potential for replicability

This practice is suitable for contexts where employment services experience difficulties in providing effective services to young unemployed, but also for contexts where these services do not exist. The basic requirement, however, is the willingness and capacity of a public service provider (e.g. the local municipality or the social services) to take over the responsibility of offering a minimum range of employment-related services. The “branding” of the service line and web-based delivery modes are also elements that require a minimum of investment, but have the potential for high returns in attracting young people towards available assistance. “Branding” a line of services to make them easily recognizable throughout the country helps to dispel misconceptions about the assistance public authorities can provide, while the use of web-based technology can render the service more accessible to young people who face problems in reaching urban centres on a regular basis.

✓ This practice was **relevant** as it contributed directly to the establishment of a dedicated line of employment services targeting young unemployed. It improved the **effectiveness** and **efficiency** of the Bosnian PES in assisting young people to gain a foothold in the labour market through the provision of labour market information, individualized counselling and guidance, training programmes, and work-experience schemes.

✓ The inclusion of the CISO centres within the organizational structure of PES ensures their **sustainability** over the long term. The cost-benefit exercise carried out was instrumental in convincing public authorities to support the initiative.

✓ A number of features made this practice **innovative**: (i) the services were those young people felt they needed most; (ii) the branding of the centres, which helped to dispel negative perceptions about the capacity of the employment service; and (iii) the use of delivery that were attractive to young people.

✓ The net **impact** of the CISO centres on the employment and earnings of participants has not been assessed. The effects of this practice, therefore, can be judged only indirectly. However, the most important effects are the clear benefit yielding to young people in terms of availability of employment services, and the institutional changes introduced in the workflow of PES to improve the support provided to young unemployed.

✓ This practice was suitable to be adapted (**replicability**) to different contexts, in particular in countries that need to strengthen provision of employment services to mitigate the risk of labour market detachment of young people, or in countries where young people do not register because they are convinced that PES is unable to assist them. The practice of exploiting IT-based modes of service delivery can be useful in countries where access to employment services is limited.





4.2. Profiling labour market disadvantage for better targeting of youth service and programme delivery

Costa Rica

Initial situation

Young people in Costa Rica face different degrees of labour market vulnerability. Many of them are unable to find jobs (the youth unemployment rate in 2009 was 17.9 per cent, 3.4 times that of adults), with young women and youth living in rural areas more likely to be unemployed than other groups. Those who are working are often underemployed (38.4 per cent of young workers) or engaged in the informal economy (37.5 per cent). Young workers with low educational attainment are more likely to be unemployed or underemployed and to fall into poverty traps from which they find it difficult to escape. Children from poor households have fewer opportunities to progress to secondary and tertiary education. This in turn limits their employment prospects.

The country has many social programmes managed by diverse public institutions and agencies. These initiatives provide support to: (i) improve human capital; (ii) combat exclusion and empower minorities and vulnerable groups; and (iii) provide income replacement for households affected by poverty. The multiplicity of programmes and the number of institutions involved makes the services difficult to access for beneficiaries. To improve the effectiveness of service delivery, the joint programme on youth employment and migration piloted a one-stop-shop system pooling a number of

services provided by different public institutions and organizations. At the core of such service delivery system there is a common profiling approach geared to identifying the degree of vulnerability faced by each young person approaching public services (vulnerability index).

Results achieved

By the end of the joint programme over 1,600 young people had benefitted from one-stop-shop services. If their families are included, the overall number of beneficiaries rises to over 3,000 individuals. The sustainability of the piloted comprehensive service model is exemplified by the fact that the Ministry of Labour extended the one-stop-shop and profiling approaches to municipalities other than those that were identified by the programme for pilot purposes.

The development of a vulnerability index allowed delivery of employment assistance to be differentiated across population groups, based on individual characteristics and labour market difficulties. The main advantage of this “profiling” approach is that it is flexible and provides individualized support grounded in a wide range of personal information. The work of employment counsellors was facilitated by the introduction

of standardized questionnaires, employability scoreboards and checklists. This ensured a uniform and coherent approach across service providers. Finally, the continuous training of staff, including knowledge and practice sharing on all aspects of assistance, was instrumental in improving efficiency of delivery.

Strategy

In order to set up the one-stop-shop model the joint programme needed to: (i) identify the target group of young people; (ii) map the employment and training services to be provided to beneficiaries; (iii) develop the various stages of assistance; and (iv) build the capacity of staff responsible for providing end services. The broad eligibility criteria, established on the basis of research findings, prioritized assistance for young men and women in a “vulnerable position”, including young migrants. The services provided were geared to increasing employment, self-employment and employability opportunities. This helped to determine the types of institutions and organization best suited for piloting the model through partnership agreements.

The most complex part of the work was the development of a mechanism to differentiate assistance across groups of individuals on the basis of vulnerability factors. The rationale for such “targeting” was twofold: (i) young individuals differ in their employability (e.g. their ability to obtain and maintain employment) and equity principles demanded that support be provided to those who most needed it; and (ii) scarce resources need to be allocated as efficiently as possible to attain public policy objectives. The development of a targeting approach, therefore, required the identification of factors that render individuals “vulnerable” in the labour market, and the design of a strategy to assign young beneficiaries to services and programmes most likely to assist them.

The “vulnerability index” is a screening system that assigns a weighted value to each personal characteristic of a young person (e.g. educational attainment and sex).²⁷ Each of these factors can affect positively or negatively a young person’s ability to find and retain a job. The index is compiled

on the basis of an individual assessment carried out by experienced counsellors who use tools such as interviews, standardized testing and own assessment. The vulnerability index determines who, among all the young persons approaching any of the service providers, will receive individualized assistance. The main factors included in the vulnerability index were: educational attainment (this was the most important determinant of labour market outcomes in Costa Rica); labour market status (employed/unemployed/student); family situation (with/without dependants); geographical location (which influences the probability of finding work, with youth in rural areas less likely to find a decent job compared to urban youth); and national origin/migrant status (making immigrants and members of national minorities more likely to be unemployed).

The final stage of the development work of the joint programme was the design of an integrated service delivery model. Once a young beneficiary was prioritized for assistance on the basis of the vulnerability index score, she or he was assigned to a counsellor with whom an individual development plan is prepared. This plan detailed the sequence of services and programmes the young beneficiary would have received in order to gain employment, self-employment or enhance employability. On the basis of the services established in the plan, the young beneficiary was referred by his or her caseworker to the various service providers. These deliver their own services on the basis of an “individual information card” for each young beneficiary, i.e. a summary of the information included in the individual employment plan.

Potential for replication

This “profiling” experience can be useful in all instances where provision of public services needs to be targeted to those most in need of assistance. It provides a method to prioritize individuals on the basis of objective factors. All the targeting mechanisms currently in use for channelling young individuals to different services and programmes (e.g. eligibility rules, counsellors’ assessments, screening and statistical profiling) are built on the basis of labour market data, either household-based, administrative data or a combination of both. When such data are missing or are unreliable, the

27 The individual characteristics that make individuals vulnerable were determined on the basis of labour market research.

scoring system may prove faulty. While profiling mechanisms are useful tools to prioritize assistance, effective labour market integration services require skilled employment counsellors, the availability of high-quality employment services and effective active labour market programmes.

✓ Profiling mechanisms are **relevant** to prioritizing assistance when the available resources are insufficient to cover all population groups. The use of segmentation approaches typically increases the **efficiency** of service providers and improves the **effectiveness** of

✓ The Ministry of Labour is continuing the one-stop-shop service delivery model piloted by the joint programme and extending it to other geographical areas (**sustainability**).

✓ The most **innovative** feature of this practice is the development of a scoring system based on the “vulnerability” of individuals in the labour market. Such an approach goes beyond the typical labour market dichotomy of employed vs. unemployed, with assistance provided both to the unemployed and to workers exposed to decent work deficits and unable to escape poverty traps.

✓ The most immediate effect of such a profiling approach is the better targeting of available employment and social inclusion services (**impact**).

✓ This practice can be adapted (**replicability**) in all contexts where there is a need to improve the targeting of services and programmes, and to prioritize individuals most at risk. Profiling approaches, however, need to be grounded in quality services and programmes.





4.3. Activation approaches to combating social exclusion among youth

Serbia

Initial situation

In Serbia, youth unemployment is mainly long term. This increases the risk of labour market detachment and reliance on the social welfare system. The challenges posed by large shares of youth at risk of exclusion are well recognized at the policy level. However, the pace of employment, education and social protection reforms is constrained by poor institutional coordination. This has limited the development of school-to-work and welfare-to-employment initiatives, especially for the most disadvantaged groups of young people. Labour market policies largely neglected the need to combine passive and active labour market measures. Many active labour market programmes targeted highly educated youth, while little attention was paid to the most disadvantaged in the labour market. Labour market institutions increasingly faced the challenge of developing strategies and measures to reach hard-to-place young jobseekers (e.g. the long-term unemployed, the low skilled and those receiving social welfare benefits).

The main social assistance programme in Serbia, financed and delivered by the Ministry of Labour and Social Policy through Centres for Social Work (CSWs), targeted individuals and households with incomes below the minimum social welfare threshold. Registration as unemployed in one of the labour offices of the National Employment Service (NES) is one of the eligibility criteria for accessing

benefit. Young people receiving social assistance benefits represent 30 per cent of total youth registered as unemployed. Most of these have a low educational attainment (primary education or less) and one out of five come from families that were themselves social assistance beneficiaries.

Against this backdrop, the joint programme *Support to National Efforts for the Promotion of Youth Employment and Management of Migration* developed a more employment-friendly social protection system, which targeted the needs of high-risk groups among the youth population. Specifically, the intervention addressed the fragmentation of social and employment service delivery, and supported the introduction of a holistic approach where a single caseworker channelled the services provided by different institutions towards a young individual (integrated service delivery).

Results achieved

The piloting of the integrated service delivery model involved around 300 young men and women (long-term unemployed, beneficiaries of different social services and Roma population groups) who were referred from centres for social work to the employment services and vice versa. Nearly all participated in active labour market programmes (e.g. training, employment and work

experience programmes) financed by the Youth Employment Fund, which was reviewed in a previous section of this report. The model was established as the service delivery mode for the activation of young welfare beneficiaries through the *Law on Social Welfare*, adopted at the end of 2011.

During the piloting period, caseworkers had the opportunity to test a number of approaches aimed at involving young Roma who were living in settlements and were beneficiaries of financial social assistance. Outreach services involving caseworker visits to settlements and house calls to offer available services and programmes were instrumental in increasing participation.

Strategy

The lack of experience in Serbia on activation strategies and integrated service delivery led the joint programme to commission research on good practices in the European Union and Central and Eastern European countries. This research was complemented by the analysis of the formal

and informal collaboration modalities between the employment offices and the centres for social work. This work informed the policy development process in a number of areas. First, it identified the key features of “disadvantage”, the groups of young people most at risk, and their need for employment and social services. Second, it examined activation strategies and explored the different levels of service integration found across European countries (see Box 1). The findings of the analysis revealed that Serbia was at the second lowest level of the “service integration ladder”. Third, it analysed the key features of integrated service models (e.g. case management, referrals to other specialized agencies, individual action planning, continuous counselling, etc.) and the features of effective inter-agency/inter-institutional cooperation.

Box 1: Service integration ladder

The term “service integration ladder” is used to convey the idea of a service continuum that progresses from complete separation (level 1) to full integration (level 8) of services. Each level includes one or more of the components of the other levels.

| Levels of service integration (from low to high) | |
|--|--|
| Level 1 | Complete separation/ fragmentation of services |
| Level 2 | Ad hoc, limited, reactive cooperation in response to crises or other pressures |
| Level 3 | Multi-disciplinary teams of professional staff |
| Level 4 | Planned and sustained service cooperation and coordination, often facilitated through formal networks or partnerships |
| Level 5 | Agency or service partnership |
| Level 6 | Multi-service agencies with a single location for individual assessment and services, often characterized as “one-stop shops” (e.g. Finland, the Netherlands, United States, United Kingdom) |
| Level 7 | Whole-system delivery, although not necessary throughout the whole country (e.g. Denmark, Finland and Norway) |
| Level 8 | Integration of central government ministries and policies |

Source: Munday, B. *Integrated social services in Europe*, Council of Europe, 2007.

To steer the policy development process, an inter-ministerial working group was established under the coordination of the Ministry of Labour and Social Protection. The working group included representatives of the Ministry of Economy and Regional Development (responsible for youth employment policy), the Ministry of Education, the Ministry of Youth and Sport, the National Employment Service and the Institute for Social Protection. This working group identified: (i) the groups to be targeted by the integrated service delivery model; (ii) the municipalities where the model would have been trial tested; (iii) the tools to detect risk factors; (iv) the range of services and programmes to be offered; and (v) the procedures that the practitioners would have used to refer young clients.

The target group comprised young individuals that were clients of both the employment and social services, namely unemployed youth with low educational attainment (e.g. young social assistance beneficiaries, single parents, youth leaving institutional care, young persons living with a disability, internally displaced young persons and refugees, youth living in poor households). The integrated service delivery model included an individual assessment system (i.e. profiling) to detect risk factors, case management approaches and referral mechanisms, psychological support and priority access to employment activation programmes.

Trial testing of the basic features of the integrated service model was preceded by: (i) a functional assessment of the employment service and the centres for social work to identify how the sequence of services could be organized; (ii) the screening of methods to be used by the two agencies to identify groups most at risk of labour market exclusion; (iii) the training of practitioners in case management approaches; (iv) the selection of services and programmes to be made available to young beneficiaries; and (v) the development of a set of operational procedures common to both service providers. The practitioners from the employment and social services implemented the key features of the integrated service delivery model: individual assessment, case management and referral services. The individual assessment tools used by the two agencies to identify risk factors were merged into a single tool common to both institutions. This facilitated the sharing of information about

individuals between the two services and, most importantly, introduced a common methodology to profile risk factors leading to intensive assistance. Case management approaches were introduced whereby a single caseworker (either from the employment service or centres for social work) had responsibility for: (i) sequencing the range of services and programmes to be offered; (ii) organizing the timeframe of delivery (referral) with other service providers; and (iii) monitoring the overall progression of the young client through the re-integration pathway.

The piloting period allowed the joint programmes to refine the modalities of interaction between the two services, test which services were more cost-effective, and measure service and programme take-up among social assistance beneficiaries. The experience was systematized in operational procedures that guided final service delivery.

Potential for replication

This practice can be considered in contexts that have: (i) an established network of social and employment services; (ii) last-resort income support schemes; and (iii) a range of labour market integration services and programmes. Activation policies, in general, and integrated employment and social service delivery, specifically, can be an effective means to promote social inclusion and decrease poverty risks. The investment required is offset in the medium to long term by savings accrued in public spending for social benefits, higher labour tax revenues and an expanded tax base.

The success depends largely on the level of policy coherence and coordination at the national level, the commitment of staff of the agencies involved in the delivery at local levels, and the range of services and programmes.

In the case of Serbia, for example, the system was gradually expanded to education and training institutions, and to the youth offices established at municipal levels. The involvement of civil society organizations is also possible, on the basis of the services they can provide and the resources at their disposal. The average treatment period for a young beneficiary of social assistance was around

12 months with an overall cost of approximately US\$4,000 per beneficiary. In this sense, the establishment of clear and transparent criteria for the selection of young men and women most in need of assistance is essential to manage service delivery from low to high-intensity assistance.

✓ This experience was **relevant** to coordinating the provision of passive and active labour market policies, designing welfare-to-work programmes and avoiding welfare traps. The integration of employment and social services increased service **efficiency** in providing income support without leading to welfare dependency, and improved the **effectiveness** of social inclusion interventions for groups that usually have little access to services.

✓ The piloted practice (integrated service delivery and activation approaches) was expanded to cover the whole the country through the implementation of the Law on Social Welfare (**sustainability**).

✓ The most **innovative** features of this practice were: (i) the introduction of a case management approach in the Serbian social and employment services; (ii) the trial testing of activation strategies that work to ease the transition of young social assistance beneficiaries to gainful employment; and (iii) the establishment of a common assessment approach to identifying multiple barriers faced by certain groups of disadvantaged young people.

✓ The net **impact** of the active labour market programmes that were part of the integrated service delivery model is not known as the evaluation was on-going at the time the review of the practice was undertaken.

✓ This practice is suitable for adaptation (**replicability**) in all contexts where there is a need to better coordinate active and passive labour market policies, but also in instances where “hard-to-place” young individuals are excluded from provision of employment services and active labour market programmes in the belief that such assistance will not help them.





4.4. Territorial youth employment pacts

Albania

Initial situation

The absence of decent work opportunities and the hope of a better future are the main factors pushing young Albanians to migrate internally and abroad. Over the past two decades, the country experienced one of the highest emigration rates in the world, with the equivalent of 40 per cent of the working-age population estimated to be working abroad. Two-thirds of the current number of Albanian international migrants abroad was aged 18–29 at the time of migration. Although international migration decreased in the last few years for the country as a whole, flows increased from the poorest northern regions (Kukes and Shkodra). Workers from these regions follow a two-step migration path, moving first to the wealthier regions in Albania (centre and coastal regions) to raise the necessary resources to meet international migration costs. Almost two-thirds of international migrant workers are from the northern regions, where earnings are more than 44 percentage points lower than national average.

The decent work challenges facing young workers in Kukes were too large for the local government to address alone. They required extensive partnership and strong commitment on the part of a wide range of actors, including public institutions, education and training services, private sector enterprises and community-based organizations. They also needed new methods

to maximize the use of resources. This was done through the development and implementation of a Territorial Employment Pact (TEP) for young people.

Results achieved

The pilot TEP targeted about 1,000 beneficiaries living in the Kukes region and led to the creation of additional jobs for 440 individuals. As a result of its interventions, the TEP supported agricultural growth by 2 per cent. Over half the funds raised by the Pact were leveraged through the Government's grant scheme for agriculture and rural development; another 30 per cent was invested by the joint programme; and the remaining 20 per cent was provided by the private sector, trade unions and community-based associations. Institutional change was triggered by systematic coordination approach among different stakeholders at regional level. The design of guidelines for Territorial Employment Pacts provided a tool to expand the model to other regions in the country beyond the joint programme framework.

Strategy

One of the first steps was the identification of a partnership model that would have: (i) contributed to the achievement of national youth employment objectives (as established by the Albanian *Action Plan*

on Youth Employment); (ii) operated smoothly in the specific local institutional setting; and (iii) raised the interest of enterprises and young people at risk of labour market exclusion.

The Territorial Employment Pacts –also used in European Union countries like Austria, Belgium, Germany and Italy to develop and implement targeted employment initiatives based on regional/local realities – were considered best suited to the specific realities of the Kukes region.

TEPs are social agreements signed by a number of cooperating partners to increase effectiveness in the use of resources, improve the quality of support given to certain target groups, secure and create jobs, and obtain funding for regions to improve employment and living conditions. The partners identified the challenges that the region is facing; set the objectives to be achieved; designed coordinated measures to boost employment opportunities and create new jobs, especially for certain groups of the population; assigned roles and responsibilities to each partner with respect to the actions designed; and mobilized all available resources to attain the objectives.

The development of the Kukes TEP included: (i) the mapping of the institutional setting for the promotion of employment at regional and local levels; (ii) the implementation of a territorial audit to identify local economic development drivers with the greatest potential for employment generation; (iii) capacity building of local administrations to design and implement youth employment interventions and manage the operations of the TEP; and (iv) awareness raising among potential partners about the expected results of the initiative. The Pact established a core team of members representing key institutional actors before extending membership to other public and private partners. Capacity building on project cycle management of this core team started immediately after the appointment of its members, and was accompanied by awareness raising through the media and information workshops targeting public and private enterprises, business and professional organizations, financial institutions, education and training providers, and community-based organizations. This helped mobilize support to the Pact through the participation of several actors in the design and implementation of youth employment initiatives.

The final steps in the development of the TEP were to discuss and frame the main features of the youth employment interventions, determine which youth population groups were to be targeted, and outline the programmatic responses. This was carried out in consultation with all actors within the Regional Employment Board. Priority was assigned to job creation through the agricultural value chain (e.g. by focusing on high value-adding production streams such as fruit, honey and chestnuts) and in traditional crafts. The targeted groups were young unemployed women and men, young workers in the informal economy, and young contributing family members in the agricultural sector. Six service lines were instrumental to promote labour market entry and ease the transition from informal agricultural sector activities to the formal economy, namely: (i) entrepreneurship and business advisory services specifically targeting young women; (ii) skills-training grants; (iii) access to credit opportunities; (iv) subsidized employment; (v) organization building; and (vi) regulatory environment. The signature of the TEP by 40 partners led to joint implementation of agreed-upon actions by using the human and financial resources secured from various sources.²⁸

Potential for replication

This practice could be adapted to a number of different contexts and for different policy areas.²⁹ It is most suitable for countries characterized by regional/local disparities in economic development and employment, or where the mandate for youth employment policy and programme development is decentralized to regional/local authorities. The most difficult aspect in the development of a TEP for youth is local partnership. This should be as broad as possible, so as to involve all those with a stake in job creation at the local level. Participation should not be purely formal: each partner should be willing (and able) to undertake specific tasks and contribute in cash or in kind. The partnership should take the form of a horizontal structure in which

²⁸ The partners include national authorities (the Ministry of Labour, Social Assistance and Equal Opportunities; the National Employment Service; and the Institute of Social Insurance); national employer and worker organizations; local authorities (regional, municipal and commune councils; the Regional Employment Office; the Regional Directorate for Agriculture; and the Chamber of Commerce); regional employer and worker organizations (e.g. the Kukes Farmers' Federation), non-governmental organizations; state-owned enterprises in the regions and universities.

²⁹ For instance, Germany has recently introduced the Higher Education Pact 2020 to increase higher education opportunities.

all participants have equal status. Public authorities perform the key role of promoters of the process and mediators among the partners. In other words, their role is to facilitate consultation processes and coordinate design and implementation of youth employment measures. The strategy itself should be created from the bottom-up and should spring from consultation among the partners. It should seek new solutions to youth employment problems and provide locally viable solutions that make a dent in the creation of decent jobs for vulnerable groups, including through focus on economic sectors with high potential for employment creation.

✓ This practice was **relevant** to addressing in an **effective** manner the different labour market challenges young people faced in gaining decent work in one of the most poverty-stricken areas of the country.

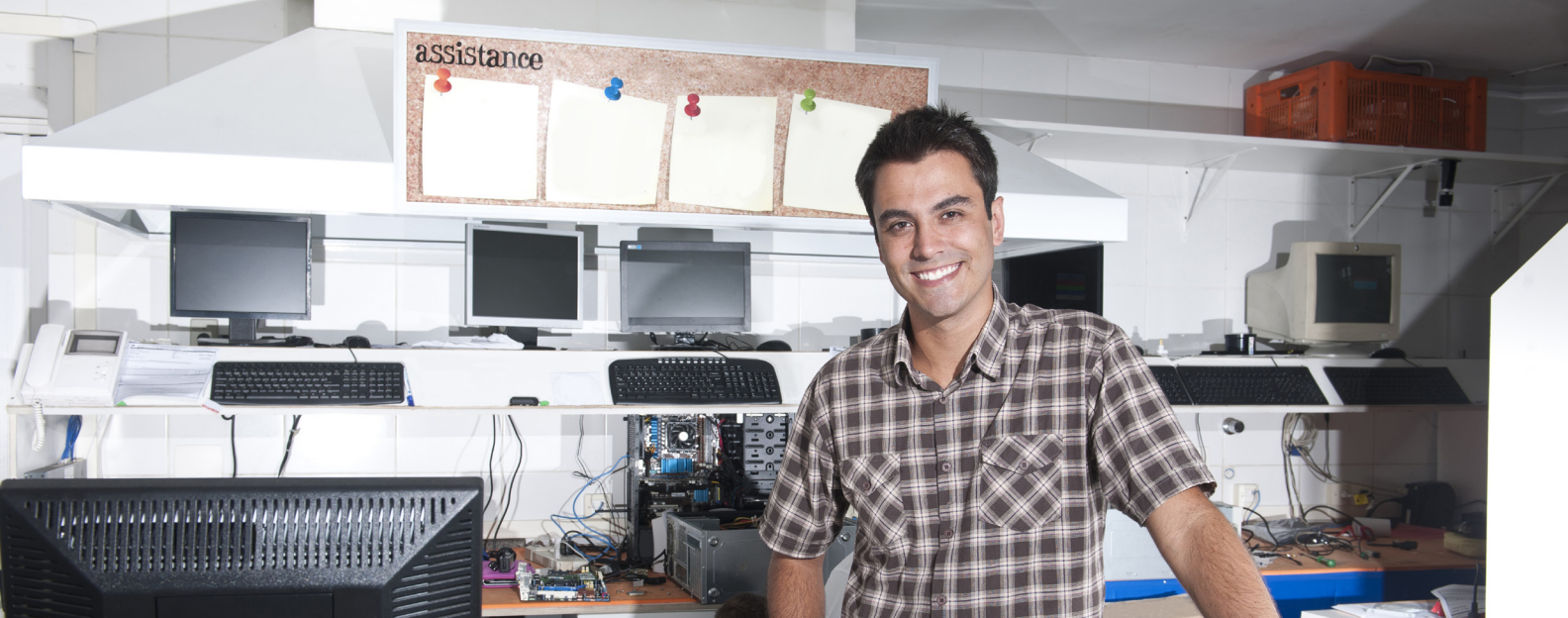
✓ The main feature that made this practice **innovative** was its success in decentralizing decision-making at local level, with regional authorities taking on new responsibilities with a view to promoting local economic development and raising funds for the attainment of specific objectives. The institutional changes triggered by this experience made it **sustainable** over the long term. Currently, employment pacts are designed and implemented on an annual basis.

✓ The Regional Employment Service gained experience in the implementation of targeted youth employment programmes financed by diverse sources and involving several partners. The pilot TEP allowed piloting public-private partnerships for youth employment. Internal procedures for the administration of active labour market programmes were streamlined and this increased employment service **efficiency**.

✓ This practice can be adapted (**replicability**) in all contexts where a partnership of multiple stakeholders is the best means to achieve public policy objectives.

✓ Although this practice was not rigorously evaluated, its **impact** can be assessed in terms of changes in policies and institutions. In this respect, it introduced effective partnership arrangements and played a catalytic role in the design and implementation of employment programmes targeting young people engaged in work in the informal economy. Lastly, it developed a series of tools for the promotion of youth employment, the use of which has been expanded to other regions of the country.





4.5 Revolving fund to support young entrepreneurs

Nicaragua

Initial situation

Self-employment may be a feasible alternative to wage employment for some young people. Young entrepreneurs, however, face more barriers than adults in setting up and running a business, particularly in accessing finance. They usually lack sufficient capital to cover the initial costs and do not have collateral upon which credit can be secured. For these reasons and due to lack of business experience, financial institutions are often reluctant to lend money to young people. This often leads to under-capitalization of businesses and inability to cope with fluctuating costs and prices, indebtedness and delays in re-payment. In Nicaragua, access to finance is among the top five most problematic factors for doing business.³⁰ Financial services are costly (average 20–30 per cent interest rates) and are almost impossible to access for self-employment ventures and micro-enterprises.³¹

Against this backdrop, the joint programme *Development of National Capacity for Improving Employment and Self-employment Opportunities for Young People* piloted the establishment of a revolving fund and a seed grant system to finance youth-led business initiatives in Nicaragua.

³⁰ World Economic Forum, Global competitiveness report 2010–2011, Geneva, World Economic Forum, 2011.

³¹ Bebczuk, R.N., SME access to credit in Guatemala and Nicaragua: Challenging conventional wisdom with new evidence, Universidad Nacional de La Plata, 2009.

Results achieved

The revolving fund and seed grant scheme provided resources for the establishment of cooperatives and 130 youth-led micro-enterprises. The management of the credit facility was taken over by the National Institute of Youth (*Instituto Nicaragüense de la Juventud* – INJUVE) in cooperation with the Ministry of Economy (responsible for enterprise and cooperative promotion) and the financial institution “*Produzcamos*”. Over 1,500 young people received vocational and entrepreneurship skills training. Half of them developed business plans and were given assistance to set up their businesses. The national authorities introduced regulatory reforms to ease the access of young potential entrepreneurs to credit.

Strategy

The strategy implemented by the joint programme revolved around the development of a comprehensive package of services to promote entrepreneurship development effectively among young people.

Young people were assisted in the development of a range of specific vocational skills to ease their entry in the labour market, both as employees and as own-account workers.

The training programmes comprised vocational skills for occupations and economic sectors with the highest potential for growth in the targeted municipalities. These programmes: (i) adopted an experiential learning approach that allowed participants to learn by doing; and (ii) were flexible in structure, timing and training materials used to better respond to the needs of the target group. Specific entrepreneurship skills training was offered to those who completed vocational training courses. Linked to community resources, networks and markets, these courses covered areas such as legal requirements, business planning, financial and human resources management, inventory control techniques and marketing strategies. Mentoring and advisory services were provided to young men and women in order for them to develop a feasible business plan and launch their business.

Two financial facilities were made available to sponsor business ventures of young people. These consisted of a seed grant-based scheme and a revolving credit scheme. The grant scheme (about the equivalent of USD\$0.25 million) served to secure a minimum of resources for the purchase of equipment under a number of eligibility criteria. The revolving loan fund (totalling approximately the US\$ equivalent of one million) provided loans at a low interest rate (8 per cent annually) with repayment spread over 30 months. The maximum loan ceiling was differentiated according to the legal form of the venture. Youth cooperatives (formed by a minimum of ten young people) could receive loans up to the equivalent US\$10,000, while the maximum amount available for micro-

enterprises (two to five employees) was about the equivalent of US\$5,000. The government of Nicaragua assigned the management of the funds to the bank “*Produzcamos*”. Approval of business plans and loan requests, however, was entrusted to local committees, which included local authorities, and representatives of financial institutions, employer and worker organizations, and youth groups.

At the end of the piloting period, the management of these two credit facilities was taken over by the INJUVE that, in cooperation with the Ministry of Economy and with resources put at its disposal by the Treasury, established the *Youth Entrepreneurship Innovation Centre*.

Potential for replication

The practice could be replicated in all contexts where young potential entrepreneurs encounter difficulties in accessing commercial loans, despite the soundness of their business plan. There are a number of requirements, however, that need to be satisfied, namely: (i) an initial capital investment to allow the revolving fund to start its lending operations; (ii) lending rules and operational costs allowing the capital to remain more or less at a constant level without new external financing; (iii) a guarantee of continuity (e.g. legal status or attachment to an existing body for administration purposes); and (iv) a mechanism to effectively appraise and monitor operations to keep the revolving fund self-sufficient and sustainable.

✓ This practice was **relevant** to addressing in an **effective** manner the main barriers that youth-led micro-enterprises and self-employment ventures faced in accessing credit. The range of services introduced and the mechanisms established for the revolving fund allowed public authorities to introduce an **efficient** instrument to promote youth entrepreneurship.

✓ The main features that made this practice **innovative** were: (i) the design of a comprehensive package of services (e.g. training, mentoring and credit facilities); (ii) the involvement of a banking institution in the management of funds, which reduced operating costs; (iii) the participatory approach chosen to approve loans (local committees); and (iv) the transfer of competence to public institutions that guarantee the continuity of the initiative. These features made the practice **sustainable** over the long term and formed the requirements to be fulfilled for its **replicability**.

✓ Aside from its effect on direct beneficiaries, this practice has the potential to have a multiplier effect on the creation of new jobs for young people. Its **net impact**, however, can be measured only in the medium to long run in terms of micro-enterprises and cooperatives still in operation after a number of years, and the additional jobs generated for the target group.



5. Extending the reach of services and programmes targeting young migrants

Pre-departure services are an area where countries of origin can play an essential role in protecting their young workers abroad. Such services focus on informing young potential migrants about the living and working conditions in main destination countries, and the administrative and legal procedures in force, as well as on raising awareness about the risks of irregular migration.

The assistance provided by the joint programmes in this area has been very diverse in scope and range. The main focus of the support provided by the joint programmes in this area revolved around the application of targeting approaches to young men and women at risk of irregular migration, and the strengthening of the capacity of national institutions and community-based organizations to provide information and other pre-departure services. Some interventions also focused on the piloting of temporary migration schemes (e.g. Bosnia and Herzegovina and Tunisia).

Two of the practices that represent the work done by the joint programmes in the area of migration services are those implemented in China on life skills training for young labour migrants moving across provinces; and in the Philippines on the establishment of one-stop-shops targeting young migrant men and women.





5.1. Life skills training for younger generations of migrant workers

China

Initial situation

In 2010, approximately 240 million persons migrated across the provinces of China. Most migrants move from rural areas to large urban centres to find employment in manufacturing, service sector industries and construction. The majority of this new generation of migrants are young people (aged 23 on average and aged around 16–18 at the time of first migration) with higher educational attainment and higher life, job and career expectations. Despite this, young internal migrants often experience low earnings and high costs of living; frustration due to mismatch between the skills they have acquired at school and those required by enterprises; violation of workers' rights (e.g. hours of work, weekly rest and paid annual leave); and psycho-social problems. All of this places them at a high risk of marginalization.

The approach of the joint programme *Protecting and Promoting the Rights of China's Vulnerable Migrants* focused on ensuring that young migrants acquired the skills to adapt to different living and work environment in urban areas.

Results achieved

Approximately 6,000 potential and actual young migrant workers in sending and receiving

provinces participated in the life skills training courses provided by about 1,000 trainers and peer-educators. Training courses enabled youth living in rural areas and young migrants to better understand and exercise their rights at work. Life-skills training was integrated in both short-term, pre-departure training programmes and in the curricula of schools and public training centres.

Strategy

The first stage of the work of the joint programme focused on understanding the factors leading young workers to migrate to other provinces in the country; identifying the key characteristics of young migrants; mapping existing services and protection mechanisms in both receiving and sending areas; and assessing labour market outcomes for young migrant workers. This analysis also served to identify key economic sectors absorbing young labour, measure labour demand and skills requirements, and identify the training needs of potential young migrants. The findings pointed to a number of issues. Young people in sending areas typically received training on basic vocational skills (in schools, training and community centres). These programmes, however, did not include life and core employability skills (e.g. problem solving, team-working, rights at work, social protection mechanisms, health protection and safe migration practices). As a consequence,

many young migrants were ill prepared to handle the transition to adulthood and to urban areas.

A multi-sectoral team comprising young migrants and experts on the various areas (employment, education, health and gender equality) reviewed existing training materials and developed the content of the life-skills training package. The package comprised self-instruction material and a trainer's handbook divided into a number of modules: (i) labour and employment (decent work, workers' rights, social protection); (ii) health (healthy lifestyle, sexually transmitted diseases, reproductive health, prevention of occupational disease); (iii) marriage and family relationships; and (iv) safe migration.

The basic life skills training package was piloted in a number of different settings with a view to adapting the training material to the needs of different target groups. The local education bureaus piloted the package in lower secondary schools in provinces with high shares of young migrants and adapted it to the needs of the most vulnerable groups of young people, especially adolescent girls. Specific training material was developed to target

young domestic workers. Local employment offices introduced the learning material into their training programmes. One of the most successful training delivery approaches proved to be peer-to-peer learning in which young migrant workers were trained to deliver the life-skills training package to their peers in community centres, vocational training centres and evening courses managed by private enterprises.

Potential for replication

The introduction of core employability and life skills training is a practice that can be mainstreamed in any type of education and training programme targeting young people. The basic requirement is recognition on the part of the national authorities responsible for education, and training of the value added of these activities in preparing young people for life and work. Peer-to-peer education – which is based on the principle that behavioural change among youth is based not only on knowledge, but also on the opinions and actions of peers – is an approach that can work to promote healthy behaviour and knowledge of one's rights at work.

✓ This practice proven to be **relevant** to addressing in an **effective** way the integration problems young migrants' face in moving to urban areas.

✓ The main feature that made this practice **innovative** was the use of peer educators to provide relevant information and advice in most of life domains (e.g. work, health and inter-personal relationships).

✓ The mainstreaming of the life skills training package in the education and training curricula of both sending and receiving provinces made it **sustainable** over the long term. This also increased the **efficiency** of the education and training system in providing youth with the skills needed to adapt to new contexts, the information to exercise their rights, and the tools to facilitate transition to adulthood.

✓ Life and core employability skills training can be introduced in any type of vocational education and training system (**replicability**) either as part of the curriculum or through peer education approaches.

✓ The **impact** of the life skills training package has not been assessed rigorously and its effect can be assessed only indirectly. Two key features stand out: (i) the multiplier effect likely to arise through the mainstreaming of life skills learning in education and training curricula; and (ii) the success among young beneficiaries of the peer education approach.





5.2. A one-stop-shop centre for young migrants

The Philippines

Initial situation

Many young Filipinos have left the country in search of better economic and employment opportunities. In 2013, the stock of Overseas Filipino Workers (OFWs) comprised over 5 million people. One in five migrants is a young person (aged 15–24). Although many young people migrate for family reunification, at least 180,000 young people aged less than 24 are abroad for employment purposes. Children of migrant workers left in the care of surrogate parents have been reported to suffer from early school leaving in the Philippines. These children have little interest in attending school or finding a job: they are overly dependent on remittances until they have the opportunity to join their parents overseas.

Since the 1970s, the Government has played an important role in overseas employment, especially in the provision of pre-departure services, the regulation and supervision of private recruitment agencies, and the protection of Filipino migrant workers through bilateral agreements. The inroads made in the country regarding the dissemination of information about migration, are in large part due to the long experience with labour migration, well-developed media infrastructure and reasonably high literacy levels. While aspiring migrants still use networks of relatives and friends for information about working abroad, migrants (and especially those departing as domestic workers) rely

increasingly on government agencies. The Philippine Overseas Employment Administration operates through a network of regional centres, regional extension units and satellite offices.

The joint programme *Alternatives to Migration: Decent Jobs for Filipino Youth* supported the establishment of one-stop resource centres to address the needs of young migrants, returning migrants, youth left behind by migrant parents, and youth at risk of early school leaving and social exclusion in four provinces.

Results achieved

The centres provided information and services on employment, reintegration, safe migration, referral to education and training, and entrepreneurial and psychosocial counselling, under the responsibility of the local government unit and the labour offices. Linkages with the public employment service and the engagement of a broad spectrum of partners ensured that young migrants received adequate information on the laws, culture and customs of the destination country. Young migrant workers were informed about their rights and responsibilities under the employment contract, and were aware of the services provided by the Philippines Social Security and Health Insurance systems to migrant workers. Since 2009, the centres provided assistance to more than 18,000

disadvantaged youth, among them out-of-school youth and students, children left behind by Filipino overseas workers, young migrant workers and returning young migrants. Their approach proved successful also for the re-integration of returning migrant workers. Sustainability was guaranteed by the linkages with the public employment service and the engagement of many partners in reaching out to disadvantaged youth.

Strategy

The strategy set forth by the joint programme addressed the constraints of the one-size-fits-all-design of existing pre-departure orientation programmes. This was recognized as a challenge specific to the Philippines because of the wide diversity of migrant characteristics and experiences (e.g. permanent and temporary migrants, first-time and experienced migrants, return migrants, etc.) and the specificities of destination countries.

The establishment of one-stop-shop centres (known locally as youth and migrant centres) involved four stages. First, territorial mapping was conducted to identify the municipalities with the highest concentration of overseas migrants and inform the location of the centres. Second, a migration and development forum was organized to sensitize national and local authorities, the private sector, service providers and the public at large regarding the costs of migration, the development potential of remittances, and the contribution of migration to local economic development. This also served to attract service providers to the one-stop-shop delivery model. The range of services to be provided was agreed by the Provincial Local Government Units, the Department of Labour and Employment, the employment services, the Philippine Overseas Employment Administration and the Commission on Filipinos Overseas. Facilities strategically located for service provision and complementing those of the public employment service were identified, refurbished and equipped. Finally, staff was trained in service delivery and referral to partner institutions/organizations (e.g. community-based organizations, recruitment agencies, enterprises and cooperatives). Training focused also on monitoring beneficiaries, psychosocial counselling, legal services, reintegration of returning migrants, and career guidance and counselling.

The centres now operate in four provinces (Agusan del Sur, Antique, Maguindanao and Masbate) under the responsibility of the Provincial Local Government Unit. Their main characteristics are: (i) multi-stakeholder engagement and collaborative partnerships to identify and address the concerns of youth and migrant families; (ii) a space, time and resource-sharing facility used by implementing agencies; (iii) centre-based operations with community and school-based programme implementation; and (iv) strategies to address the social, economic and psychosocial needs of clients.

Potential for replication

The “one-stop” approach to service delivery, which brings representatives of different agencies together under one roof, requires a high level of cooperation among the parties involved. But it also has a number of advantages. First, it accelerates service delivery, thereby reducing costs, and improves the quantity and quality of services for the target population. Second, it allows institutions that do not have a strong presence at local level to establish contact with their target group (this has been the case for the Philippine Overseas Employment Administration). Finally, it promotes the introduction of new services as needs emerge, by pooling the resources of different authorities. As such, this practice may be suitable for replication in situations where alternative strategies are needed to reach disadvantaged groups of the population.

✓ This practice was **relevant** to the needs of young migrants and other disadvantaged individuals, as it pooled under a single roof a number of services and programmes for social inclusion. It increased the speed of service delivery, thereby reducing their cost. This made the intervention **efficient**.

✓ It proved **effective** in providing employment, training and re-integration services, and in responding to the constraints of the one-size-fits-all-design of available pre-departure orientation programmes for migrants.

✓ The main feature that made this practice **innovative** was the engagement of multiple actors (e.g. public authorities, private providers, community-based organizations) cooperating for the provision of quality services.

✓ The shift of management responsibility for the “youth and migrant centres” to local authorities and public employment services ensured the long-term **sustainability** of these centres.

✓ The practice can be replicated in contexts that require an individualized approach to the delivery of services for young people (**replicability**). It can also provide public authorities that lack an extensive local network of offices with the means to maintain contact with their target group.

✓ The **impact** of the one-stop shop centres has not been evaluated rigorously. However, there are two features that point to their overall positive effect: (i) the collaboration established across a wide range of providers, both public and private; and (ii) the introduction of individual services tailored to the needs of different groups of young people (e.g. students, school dropouts, potential and returning migrants, and children of international migrants abroad).



PART III

Summary note of joint programmes



Youth migration: Reaping the benefits and mitigating

DURATION

November 2008 – July 2012

TOTAL BUDGET

USD\$ 3,310,000

UNITED NATIONS PARTNER AGENCIES

ILO, IOM, UNDP and UNICEF

GOVERNMENT PARTNERS

Ministry of Labour, Social Affairs and Equal Opportunities; Ministry of Culture Tourism, Youth and Sports; Ministry of Foreign Affairs, National Institute of Statistics.

GEOGRAPHICAL AREAS

National level, with focus on two Northern regions of the country (Kukes and Shkodra)

TARGET GROUP

Youth 15-29 years old, especially under-employed youth and young people working informally in subsistence agriculture.

OVERALL OBJECTIVE

To address the youth employment and migration challenges by combining employment and social policy objectives and integrating them into long-term national development goals.

MAIN RESULTS

- Development of a National Action Plan for Youth Employment
- Increased capacity of labour market institutions to analyse labour market information
- Implementation of innovative employment programmes and financing mechanisms
- Establishment of Youth Employment Service Centres providing employment counselling and career guidance.
- Awareness-raising campaigns on the risks of irregular migration
- Online mapping system to ease the return of young Albanians studying abroad.

For more than two decades, the Albanian labour market has been facing three main and interconnected challenges: a growing need to provide young women and men with access to decent employment opportunities; high incidence of self-employment in the informal economy; and a rural/urban divide that fuelled internal and international migration. Albania is one of the countries with the highest share of emigrants in the world out of total population. In 2011, the proportion of Albanians abroad represented 45.5 per cent of the overall population. In the same year, over 26 per cent of the total number of young migrants living in countries of the Organization for Economic Cooperation and development (OECD) was Albanian.

Although strong economic growth led to decline in poverty rates, this was uneven among population groups and geographical areas. Labour market outcomes are particularly unfavourable for young labour market entrants. Women experience lower rates of both labour force participation and employment and higher rates of unemployment compared to their male peers. Young Albanians are more educated than their parents and more willing to work in places different from those of birth. The transition to decent work remains extremely difficult for low educated and other disadvantaged youth.

Against this backdrop, the joint programme developed a strategy based on three interlinked components: (i) the strengthening of the capacity of institutions (both at national and regional level) to design and implement youth-centred employment policies and programmes; (ii) the implementation of demonstration programmes directed at the creation of more and better jobs to minimize the risks of migration of disadvantaged youth from rural areas; and (iii) building capacity to promote development through return migration and investment in the country.



1 Eradicate extreme poverty and Hunger



5 Promote gender equality



17 Develop a global partnership for development

Bosnia and Herzegovina

Youth Employability and Retention Programme

DURATION

January 2010 – January 2013

TOTAL BUDGET

USD 6,000,000

UNITED NATIONS PARTNER AGENCIES

UNDP, IOM, UNFPA, UNICEF

GOVERNMENT PARTNERS

Ministry of Civil Affairs, Ministries of Education, Federal Office of Statistics, and Statistical Agencies

GEOGRAPHICAL AREAS

National

TARGET GROUP

Youth 15-29 year old, especially young women and disadvantaged youth.

OVERALL OBJECTIVE

To address high youth unemployment by improving employability and provide entry points into the labour market.

MAIN RESULTS

- Delivery of life skills and key competencies training to primary and secondary school children and teachers.
- Establishment of 16 Centres for Information, Counselling and Training (CISO) targeting unemployed youth;
- Implementation of employment generation schemes to provide unemployed youth with employment and work experience opportunities

The employment situation of young people in Bosnia Herzegovina remains amongst the most challenging across the countries of South-East Europe. The country is still marked by effects of the conflict of the 1990s and the economy is still performing below potential. The economic development of the 2000s was characterized by jobless growth, at least with regard job creation in the formal economy.

The two most significant factors affecting the labour market experience of young people are unemployment and informality. The youth unemployment rate is exceptionally high as it affects more than half of the total number of young people in the labour force. Among those young people who find a job, more than half of them work in the informal economy. Such unfavourable youth employment situation may produce long-lasting “scars” in the lives of young people, including detachment from the labour market and disengagement from participation in society.

Education pays a premium in the labour market: the higher the level of education, the higher the prospects to find work. However, high-skilled youth have better chances of finding well-remunerated jobs abroad. Bosnia and Herzegovina is among the countries with the highest share of migrants in the total population (38.9 per cent). The share of youth among all Bosnian migrants is 16.8 per cent while the proportion of tertiary graduates is 23.9 per cent of the total number of migrants. High rates of skilled emigration weaken human capital accumulation in the country and lowers productivity and competitiveness.

Against this backdrop the joint programme aimed to increasing employment prospects of young people by enhancing their employability and providing support to young people migrating internally and abroad. It also paid particular attention to the needs of young women and of disadvantaged youth.



1 Eradicate extreme poverty and Hunger



8 Develop a global partnership for development

China

Protecting and Promoting the Rights of China's Vulnerable Migrants

DURATION

February 2009 – February 2012

TOTAL BUDGET

USD\$ 6,592,895

UNITED NATIONS PARTNER AGENCIES

ILO, UNFPA, UNICEF, UNDP, UNESCO, UN Women and WHO

GOVERNMENT PARTNERS

Ministry of Human Resources and Social Security, Ministry of Health, Ministry of Civil Affairs, Ministry of Public Security, National Development and Reform Commission, National Population and Family Planning Commission, National Working Committee for Children and Women, State Council Inter-Ministerial Committee on Migrant Workers, National Bureau of Statistics

GEOGRAPHICAL AREAS

Tianjin (North East), Hangzhou (Zhejiang Province), Shenzhen (Guangdong Province) and two provincial capitals Changsha (Hunan Province) and Xian (Shaanxi Province)

TARGET GROUP

Youth 15 to 29 years old, especially youth living in rural areas and young migrants

OVERALL OBJECTIVE

To pilot strategies to reach youth at risk of social exclusion and labour exploitation through capacity building, cooperation and knowledge sharing between stakeholders in government and civil society.

MAIN RESULTS

- Mapping of migration trends and setting up of a research and information platform on the "new generation" of migrants
- Registration of migrant children to improve their access to educational, health and other social services
- Awareness raising on national labour law and the rights of migrants and domestic workers
- Delivery of vocational, business start-up, health and life skills training.

Rural-urban and regional inequalities are the most characterizing factors of overall inequality in China. Such inequalities have pushed millions of rural migrants to seek work in urban centres.

China's migrant workforce of 150 million represents the largest movement of people in modern history.

Most migrants leave rural communities at a young age with few skills and can only find work that is manual and menial at best, and exploitative at worst. China's migrants live at the margins of society, where services are not accessible and the law is not fully enforced. As China's economy transforms from a largely export-oriented to a more consumption-based growth model through industrialization and urbanization, 300 million more migrants are projected to move from rural areas over the next 20 years.

Maximizing the benefits of internal migration while mitigating its adverse effects is a difficult challenge. The joint programme on youth employment and migration piloted strategies to reach out to young people most at risk of social exclusion and labour exploitation.

The initiatives implemented by the joint programme aimed at reducing young workers' vulnerability by increasing access to social services, implementing existing legislation and improving educational, vocational and life-skills training opportunities.

In order to deliver on these objectives, the programme also strengthened the capacity of vocational training institutions and promoted cooperation and knowledge sharing between government institutions and agencies and organizations that worked with migrant workers.



Eradicate extreme poverty and Hunger



Promote gender equality



Develop a global partnership for development

Costa Rica

A one-stop-shop for youth employment

DURATION

May 2009 – May 2012

TOTAL BUDGET

USD\$ 4,716,000

UNITED NATIONS PARTNER AGENCIES

FAO, ILO, IOM, UNDP, UNESCO, UNFPA and UNICEF

GOVERNMENT PARTNERS

Ministry of Youth; Ministry of Education; Ministry of Labour and Social Security; Ministry of Economy; Industry and Commerce; Ministry of National Planning; Ministry of Agriculture; Ministry of Health; National Youth Council, National Women Institute; National Learning Institute, General Migration Administration, Municipalities of Desamparados and Upala.

GEOGRAPHICAL AREAS

National level and the districts of Upala and Desamparados

TARGET GROUP

Youth 15 to 24 years old, especially young women, migrants and youth in a vulnerable situation

OVERALL OBJECTIVE

To improve youth access to decent work by improving employability, employment and entrepreneurship opportunities.

MAIN RESULTS

- Establishment of two one-stop shops offering training and job opportunities to young people at risk, especially women and migrants.
- Scaling up by the Ministry of Labour of the service model piloted in the one-stop-shops to other 10 communities.

The robust economic growth experienced by Costa Rica in the past 25 years – about 5 per cent on an annual basis – succeeded in reducing poverty and improving the living standards of the population. Economic growth, however, benefited mostly skilled individuals while those with low education attainment continue to experience several difficulties in the labour market.

In general, young people have higher literacy and educational attainment compared to prior generations. Despite this, the youth unemployment rate is over three times that of adults, while under-employment affects more than one-third of young workers (38.4 per cent). Over 37 per cent of young people work in the informal economy and in precarious and low paid jobs.

For the better educated, one way of improving employment and living conditions is to emigrate to high income countries, such as the United States of America. In 2011, the share of high skilled individuals emigrating to more developed countries was 24.4 per cent.

In this context, the joint programme aimed to improving employability and entrepreneurship among young people, especially youth living in rural areas, young women, migrants and other young people at risk of social exclusion.

The strategy of the joint programme combined the strengthening of coordination and coherence in public policies and government action with demonstration activities geared to promote young people's access to employment, education and training services.



Eradicate extreme poverty and Hunger



Achieve Universal primary education



Promote gender equality

Reducing inequalities in Ecuador

DURATION

June 2009 – June 2012

TOTAL BUDGET

USD\$ 5,667,000

UNITED NATIONS PARTNER AGENCIES

ILO, IOM, UNDP, UNESCO, UNFPA and UNICEF

GOVERNMENT PARTNERS

National Migration Secretariat, Ministry of Economic and Social Inclusion, Ministry of Labour Relations, Provincial Councils (El Oro, Azuay, Loja) and 12 Municipal authorities.

GEOGRAPHICAL AREAS

Azuay, Loja and El Oro

TARGET GROUP

Young people aged 15 to 29

OVERALL OBJECTIVE

To provide young people with access to decent and productive jobs and promote gender equality.

MAIN RESULTS

- Establishment of public-private partnerships in priority sectors, with high youth employment potential
- Design of employment and training services and programmes targeting young people
- Increased access of young potential entrepreneurs to micro-financing opportunities
- Improved knowledge on irregular migration, and especially about the most common routes used by young emigrants.

Throughout the 1990s, Ecuador experienced significant political instability, recurring economic crises and financial volatility.

The economic and financial crisis of the late 1990s led to large migration flows. Approximately 6 per cent of the total population emigrated between 1998 and 2003, with youth being one and a half times more likely to migrate compared to other groups

The economy started to recover in the early 2000s, with annual growth rates averaging 5 per cent. Between 2006 and 2012, income poverty decreased from 37.6 per cent to 27.3 per cent and inequality decreased faster than in other countries of Latin America.

Despite these positive developments, significant challenges remain to be addressed in order to ensure sustainable and inclusive growth.

More than half of the Ecuadorean population continues to live in poverty or is at risk to falling below the poverty line.

Employment outcomes for young people (15-24 years old) are particularly poor. The unemployment rate among young people remains three times higher than that of adults (14.1 per cent and less than 5 per cent, respectively), under-employment affects over 16 per cent of all young workers and the share of employed young persons working in the informal economy is as high as 62 per cent.

Young people who can afford the costs of migration (e.g. youth in the higher income quintile and with higher educational attainment) move to the United States of America, Spain or Italy in search of a better jobs and living conditions.

In order to address these challenges, the joint programme supported the development of social and economic opportunities for young Ecuadorian men and women experiencing social, economic and geographical inequalities. This was achieved through the implementation of national policies on youth-employment, social inclusion and the management of migration.



1 Eradicate extreme poverty and Hunger



3 Promote gender equality



8 Develop a global partnership for development

Honduras

Human development for youth: overcoming the challenges of migration through employment

DURATION

April 2009 –April 2012

TOTAL BUDGET

USD 6,372,000

UNITED NATIONS PARTNER AGENCIES

FAO, ILO, IOM, UNDP, UNFPA, UNICEF and UNODC

GOVERNMENT PARTNERS

Labour and Social Welfare Secretariat, Secretariat of Agriculture, Ministry of Interior and Justice, Secretariat of Foreign Affairs, Ministry of Industry and Trade, National Youth Institute, National Vocational Training Institute, National Autonomous University of Honduras, Association of Municipalities of Honduras.

GEOGRAPHICAL AREAS

National level, with specific focus on La Paz, Comaguaya and Intibucá

TARGET GROUP

Youth 15 to 29 years old

OVERALL OBJECTIVE

To generate decent employment and entrepreneurship opportunities for vulnerable youth

MAIN RESULTS

- Development of a National Plan for the Generation of Decent Employment;
- Training and financial support for the development of youth-led micro-enterprises
- Innovative scheme for the productive use of remittances

The strong economic growth recorded by Honduras since the mid-2000s had a limited impact on the improvement of living conditions, with two thirds of the country's population living in poverty. Income and education inequalities persist especially in rural and marginal urban areas.

The youth labour market is characterized by relatively low unemployment (7 per cent), since many youth cannot afford not to work. Over 71 per cent of the total of young workers are employed in the informal economy, under precarious conditions, with earnings well below the minimum wage and with no social protection.

The low educational attainment among these groups of young workers affects the probability of progressing towards better-paid jobs in the formal economy.

The prospects of better jobs and earnings are the main drivers of international migration. Today, an estimated 10 per cent of the population (from 700 thousands to 1 million people) lives abroad, mostly in the United States of America, often in an irregular status. Young people represent over 65 per cent of Honduras emigrants and one quarter of all migrants are highly educated. This undermines human capital accumulation and overall productivity of the country. Honduras has one of the highest levels of crime and violence, which affects mainly young men.

The objectives of joint programme were geared to enhance youth employability; promote entrepreneurship through the creation of sustainable micro enterprises; and reinforce a sense of belonging and national identity.

It implemented a comprehensive strategy that combined the: i) strengthening of local institutions; ii) development of value chains with high potential to create decent employment for youth; and iii) application of targeting approaches centred on youth from vulnerable and rural backgrounds in areas with high migration potential.



Eradicate extreme poverty and Hunger



Promote gender equality



Develop a global partnership for development

Nicaragua

National Development Capacities for Improving Employment and Self-Employment Opportunities for Young People

DURATION

January 2010 – January 2013

TOTAL BUDGET

USD 5,610,000

UNITED NATIONS PARTNER AGENCIES

FAO, ILO, UNDP, UNFPA, UNIDO and UNWTO

GOVERNMENT PARTNERS

Ministry of Labour, Ministry of Governance (Department of Migration), National Youth Institute, National Technological Institute, Nicaraguan Institute of Information, National Institute of Farming Technology, National Institute of Small and Medium-size Enterprises, national Institute of Tourism

GEOGRAPHICAL AREAS

National level, with focus on 11 Municipalities.

TARGET GROUP

Youth 15 to 29 years old.

OVERALL OBJECTIVE

To strengthen national capacity to ensure decent work opportunities for young people, especially those most exposed to risk

MAIN RESULTS

- Design and implementation of vocational and entrepreneurship training programmes targeting youth
- Financing of youth entrepreneurship initiatives in both rural and urban areas
- Awareness raising on the rights of young migrants and the risks of irregular migration

Nicaragua is still one of Latin America's least developed countries. Despite the decrease of inequality in both urban and rural areas in the last few years, more than 80 per cent of Nicaragua's poor live in rural areas or in remote communities where access to basic services remains a challenge. Around 70 per cent of the Nicaraguan population is aged less than 30.

Although fertility declined to replacement level, high birth rates perpetuate a cycle of poverty and low education.

The youth labour market is characterized by high underemployment and informality: over 65 per cent of young employed people work in the informal economy, with low wages and poor working conditions. In addition, the probability to move from informal employment is extremely low.

Poor economic and social prospect fuelled large emigration flows, especially for individuals aged between 20 and 34. These flows are mostly directed to Costa Rica where Nicaraguan immigrants represent 75 per cent of the foreign population and, to a lesser extent, to the United States of America.

The joint programme supported national institutions to improve access to decent work for young people, especially those most at risk of poverty and irregular migration.

With the active participation of young people, the programme placed youth employment and migration challenges high on the national policy agenda and brought coherence to ongoing national and local initiatives.



Eradicate extreme poverty and Hunger



Promote gender equality

DURATION

February 2009 - February 2012

TOTAL BUDGET

USD\$ 3, 672, 000

UNITED NATIONS PARTNER AGENCIES

ILO, UNDP, UNFPA, UNICEF and UNIFEM/ UNWOMEN

GOVERNMENT PARTNERS

Ministry of Labour and Justice, Women's Bureau, Ministry of Youth, Ministry of Planning, Ministry of children and Youth, Ministry of Returnees, Ministry of Finance, Ministry of Education, Ministry of Foreign Affairs, Ministry of Agriculture, Ministry of Industry and Trade, Ministry of Interior.

GEOGRAPHICAL AREAS

National level

TARGET GROUP

Youth 15-29 years old, especially domestic workers and young potential migrants.

OVERALL OBJECTIVE

To overcome youth employment challenges and their relationship with migration dynamics and support the implementation of a national policy on youth employment.

MAIN RESULTS

- Development of a gender-sensitive public policy for youth employment
- Awareness raising on topics related to safe migration and human trafficking.
- Strengthening of support centres (information, counselling and guidance) for domestic workers.
- Mainstreaming of employment protection legislation to domestic workers (Law on Domestic Workers, 2012).

In the last decade, Paraguay made significant advances in economic and social development, especially in guaranteeing free access to primary health care and basic education. But poverty still affects two out of five persons, especially individuals in rural areas, with low educational attainment and working in the informal economy.

Since the early 2000s employment has been increasing and unemployment declining. However, both the level of underemployment (28.3 percent of the working population) and unemployment duration (7.2 months) increased particularly for young urban workers, suggesting structural problems in the labour market. Under-employment affects particularly young people, individuals with low educational attainment, workers employed in the trade sector and domestic workers.

A rising number of young people work in the informal economy (68 per cent), where they earn low wages (half the amount of prime adult wages), with wide decent work deficits (only 22 per cent of the youth have a formal contract, while only 10 per cent contribute to the pension system).

Young workers are mostly engaged in services (especially domestic work and commerce), manufacturing and construction. Compared to young men, young women have lower access to better paid jobs, as they have lower educational attainment. Many young women are employed as domestic workers, where they earn only 40 per cent of the minimum wage despite long hours of work and have no social security.

Migration is widespread in large urban areas, where migrants represent over 45 per cent of the population. Migrants are predominantly young people, mostly employed as domestic workers.

Against this backdrop the joint programme centred on strengthening national capacity to: i) generate income and employment opportunities for disadvantaged youth; ii) improve conditions for the productive use of remittances and enhanced awareness of migration issues; and iii) include domestic workers into the strategy for youth employment.



1 Eradicate extreme poverty and Hunger



3 Promote gender equality



8 Develop a global partnership for development

Promotion of employment and micro-enterprise for youth and management of youth labour migration

DURATION

February 2009 – May 2012

TOTAL BUDGET

USD 3,025,000

UNITED NATIONS PARTNER AGENCIES

ILO, IOM, UNDP and UNFPA

GOVERNMENT PARTNERS

Ministry of Labour and Employment Promotion, Ministry of Women Affairs and Social Development, National Statistics Institute, National Youth Institute

TARGETED GEOGRAPHICAL AREAS

Lima, Arequipa, La Libertad and Junín

TARGETED AGE GROUP

Youth 15-29 years old

OVERALL OBJECTIVE

To promote employment and microenterprise development among Peruvian youth and to manage youth labour migration, by providing more and better opportunities for decent work.

MAIN RESULTS

- Mainstreaming of youth employment objectives in the National Employment Strategy and development of an Action Plan on Youth Employment;
- Support to the establishment of a Youth Social Dialogue Committee to shape national youth employment policies
- Development of the Certificado Unico Laboral (CERTIJOVEN) collecting in one document the information necessary to enterprises to recruit a young worker.
- Establishment of an information and orientation service (INFOMIGRA) for young Peruvians planning to migrate, migrants living abroad and potential returnees;
- Design of a National Programme to promote youth entrepreneurship (ProJoven Emprendedor)

In 2010, Peru had a youth population (15-29 years old) of 8 million individuals. Young people born in the 1980s-90s entered the labour market in a period of robust and sustained economic growth – averaging over 6 per cent annually throughout the period 2000-2010. Despite high growth, the youth unemployment rate remains three times higher than for adults (9.5 per cent and 2.3 per cent, respectively in 2011).

Four out of every five young workers have precarious jobs and the share of young workers engaged informally remains at the very high rate of 65 per cent of the total number of young employed persons. More than half of the youth population (i.e. 56 per cent) would emigrate if given the opportunity.

In 2013, approximately 19 per cent of the overall number of Peruvians living abroad (1.3 million) was made of young people. The main destination countries were the United States of America (32.5 per cent), Spain (13.8 per cent), Argentina (12.5 per cent) and Chile (10.8 per cent).

While strong growth was beneficial for young people who had the skills and qualifications demanded by the economy, many young people lack the means to access to higher education. Due to the low quality of public education in primary and secondary levels, students are not well prepared to enter university and the labour market, which increases enrolment disparities between students at the lower and higher end of the income scale.

Against this backdrop, the objective of the joint programme was to promote the access of young people to more and better jobs by: (i) increasing the coverage and effectiveness of job placement services; (ii) generating reliable and up-to-date information about the labour market; (iii) managing youth labour migration and (iv) promoting the development of small and medium enterprises.



1 Eradicate extreme poverty and Hunger



3 Promote gender equality

The Philippines

Alternatives to migration: Decent Jobs for Filipino youth

DURATION

July 2009 – January 2013

TOTAL BUDGET

USD 6,000,000

UNITED NATIONS PARTNER AGENCIES

ILO, IOM, UNFPA and UNICEF

GOVERNMENT PARTNERS

Department of Labour and Employment, Department of Education, Department of Trade and Industry, Department of Social Welfare and Development, Philippine Commission on Women, National Youth Commission (NYC)

TARGETED GEOGRAPHICAL AREAS

Masbate, Antique, Maguindanao, Agusan del Sur

TARGETED AGE GROUP

Youth 15-24 years old.

OVERALL OBJECTIVE

Increase access to decent jobs for young men and women and improve policies on youth employment and migration by encouraging the participation of all stakeholders.

MAIN RESULTS

- Development of an Actionable Framework for Youth Employment and Migration;
- Setting up of one-stop-shop centres for targeting the needs of disadvantaged youth
- Piloting of model mechanisms to channel remittances for local enterprise development
- Establishment of Public-Private Partnerships (PPP) to provide on-the-job training and post training services for 2,000 youth.

The strong economic growth experienced by the Philippines in the last decade (averaging 5 per cent on an annual basis) failed to create sufficient jobs for its fast growing population. Approximately 33 per cent of Filipinos still live below the poverty line. Poverty affects the education opportunities of many adolescents who drop out of school to earn a living.

The Philippines has one of the highest youth (15-24) unemployment rates in the East Asia and the Pacific region (16.3 per cent in 2011).

Poor employment opportunities in the country push many individuals to migrate abroad. The international stock of Filipino migrants abroad counted over 5 million individuals in 2013. One every five migrant is a young person.

Although many young Filipinos migrate for family reasons, at least 180,000 individuals young Filipinos less than 24 years old are abroad for work purposes. International migrants 25-29 years old represent 24 per cent of all Filipinos labour migrants abroad.

The age distribution of young labour migrants is partly explained by the minimum age requirement for overseas work, e.g. 18 years old for most occupations and 23 years old for domestic workers.

In 2011, around one million Filipinos were in an irregular situation abroad – e.g. 10 per cent of the overseas Filipino population.

The objectives of the joint programme was to improve the coherence of youth, employment and migration policies and to increase access to decent work for poor young women and men through public-private partnerships, more inclusive basic education and career guidance including on safe migration.



Eradicate extreme poverty and Hunger



Promote gender equality



Develop a global partnership for development

Serbia

Support to national efforts for the Promotion of Youth Employment and Management of Migration

DURATION

May 2009 - May 2013

TOTAL BUDGET

USD\$ 6,143,000

UNITED NATIONS PARTNER AGENCIES

ILO, IOM, UNDP and UNICEF

GOVERNMENT PARTNERS

Ministry of Economy and Regional Development, Ministry of Youth and Sports, Ministry of Labour and Social Policy, Ministry of Human and Minority Rights, National Employment Service, Centre for Social Work, Republic Statistical Office

GEOGRAPHICAL AREAS

National level and three target regions (South Backa, Belgrade and Pcinjski)

TARGET GROUP

Youth 15-29 years old.

OVERALL OBJECTIVE

To address the youth employment and migration challenges of Serbia by combining employment and social policy objectives and integrating them into long-term national development goals

MAIN RESULTS

- Enhancement of institutional capacity to collect and analyze data for evidence-based policy development;
- Strengthening of the Youth Employment Fund as an instruments for the achievement of employment and social inclusion objectives;
- Piloting of an integrated employment and social service delivery model, including activation services, targeting youth at risk of exclusion

The transition to a market economy, years of conflict and economic downturn worsened the situation of many young people in Serbia. Approximately 500,000 youth left the country between 1991 and 2001 in search of better livelihoods, while hundreds of thousands of refugees and displaced persons exerted dramatic pressure on the country's labour market.

Young people experienced low employment (18.7 per cent in 2007), high informality (63.2 per cent of youth employment) and high unemployment rates (43.7 per cent). National origin, sex, educational level, geographical location and disability strongly affect youth employment outcomes. The transition to decent work remains difficult for low-educated youth, especially those living in less developed regions and in rural areas.

Poverty in the country has a pronounced regional dimension, with the poverty index ranging from 3 per cent in the capital to 18.7 per cent in the rural areas of Southeast Serbia.

Despite considerable efforts, many interventions for youth employment continued to be focused on increasing the number of jobs with little attention paid to addressing the poor working conditions affecting many young workers. The main problems identified during the formulation of the joint programme related to the fragmentation of policy interventions, with little synergies across the various government agencies and actors; the narrow scope of youth employment interventions, often focused either on labour demand or labour supply measures; and the lack of coordination among the institutions entrusted to provide of social inclusion services.

Against this backdrop, the joint programme was designed to contribute to the overall development of the country and to assist national institutions in delivering the policy objectives of poverty reduction, economic and regional development, employment, social inclusion and protection of vulnerable groups.



1 Eradicate extreme poverty and Hunger



8 Develop a global partnership for development

Tunisia

Engaging Tunisian Youth to Achieve the Millennium Development Goals

DURATION

May 2009 – May 2012

TOTAL BUDGET

USD\$ 3,115,000

UNITED NATIONS PARTNER AGENCIES

FAO, ILO, IOM, UNDP and UNIDO

GOVERNMENT PARTNERS

Ministry of Employment and Professional Insertion of Youth, Ministry of Agriculture, Ministry of Industry and Technology, Ministry of Secondary Education, Governments of Kef, Gafsa, and Grand Tunis

GEOGRAPHICAL AREAS

Tunis, El Kef, and Gafsa

TARGET GROUP

Youth 15 to 29 years old, especially young graduates and youth at risk of exclusion

OVERALL OBJECTIVE

To enhance the capacity of regions more exposed to migration (namely El-Kef, Gafsa and Tunis) through the creation of decent jobs and the promotion of local competencies.

MAIN RESULTS

- Development of Regional Action Plans for youth employment,
- Establishment of a public-private partnership for enhancing youth entrepreneurship;
- Piloting of self-employment schemes (breeding and non-forest product) targeting young detainees and youth in rural areas.

Young people represent 28.4 per cent of the 10.7 million population of Tunisia.

This young generation was the main driving force behind the social and political upheaval that led to the fall of the regime in January 2011.

Youth employment remains a daunting challenge: the already high unemployment rate among young workers recorded in 2010 (27.5 per cent) soared to 40 per cent in 2011. The Arab Spring, the Libyan conflict and the effects of the global economic crisis can explain only part of such increase. Structural constraints also play a key role. Poor economic growth, the low capacity of the Tunisian economy to create jobs and the weak demand for skilled workers affect the demand of labour. On the supply side, the labour force is steadily increasing due to the growing participation of women. In addition, the rise in the educational levels of the population does not match the low-skilled jobs generated by Tunisian enterprises.

As a result of the deterioration of the youth labour market, the share of young Tunisians that are willing to migrate abroad has increased by three times since the mid-1990s.

The actual increase in the overall number of young migrants was, however, quite modest in the first decade of the 2000s (2.3 per cent). This was mostly due to the high costs of moving to another country and the restrictive admission policies enacted in the main destination countries (especially France and Italy).

Against this backdrop the joint programme set to (i) enhance national and regional capacities to develop, implement and monitor employment and migration policies and programmes, as well as improve the relation between Tunisian institutions and youth movements; and (ii) promote innovative job creation schemes, including the piloting of a circular migration programmes for youth in the target regions.



1 Eradicate extreme poverty and Hunger



8 Develop a global partnership for development

**Knowledge Management Facility on
Youth Employment and Migration**

**c/o Youth Employment Programme
4, route des Morillons
CH12-11 Geneva 22, Switzerland
Email: youth@ilo.org**

Visit our website: www.ilo.org/yep

ISBN 978-92-2-128076-7

