



International  
Labour  
Organization



## **MUTUAL LEARNING WORKSHOP**

## **What works on employment services for youth**

*Area of critical importance  
Jobs and skills for youth*



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# 1. INTRODUCTION

The mutual learning workshop “what works on employment services for youth and why” is part of a series of activities planned under the Area of Critical Importance (ACI-2) *Jobs and Skills for Youth* to support member States in the implementation of the 2012 resolution of the International Labour Conference “The youth employment crisis: A call for action”.

The Call for Action underlines the urgency of taking steps to tackle the unprecedented youth employment crisis that is affecting all regions in the world. At the end of 2013 there were 74.5 million unemployed young people, one million more compared to the previous year. The global youth unemployment rate had reached 13.1 per cent, which is nearly three times as high as the adult unemployment rate, while the share of young people in long-term unemployment increased to one-third of the total youth unemployment rate.

In advanced economies, temporary work and involuntary part-time are on the rise. A growing number of young people have lost hope and have abandoned job search. This is compounded by the millions of young people who are underemployed or working in low paid and poor quality jobs, mostly in the informal economy in low and middle income countries.

The priority assigned by the ILO to this area of critical importance revolves around building knowledge on what works for youth employment, strengthening the capacity of constituents to implement effective strategies, assessing policy packages and piloting innovative youth employment approaches.

The Public Employment Service (PES) can play a significant role in developing and implementing strategies to ease the transition of young people to the labour market and this workshop brought together experts and practitioners for a number of countries to share knowledge on what works in providing effective services for youth.

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## 2. OBJECTIVES OF THE WORKSHOP

In many countries, the Public Employment Services (PES) introduced a number of innovative strategies for the delivery of employment services and integration measures targeting young people to ease their transition to the labour market in the last few years. These strategies recognize that young people are not a homogenous group and that their needs vary widely depending on age, gender, level of education and socio-economic background. Many governments are addressing this issue through partnerships with other service providers (including private employment agencies) and by improving coordination across different tiers of government. Employment services have also developed innovative mechanisms to reach out to specific youth groups, in particular, those who are socially disadvantaged and face significant barriers to employment.

This workshop was structured as a mutual learning event aimed to provide a platform for sharing knowledge on strategies that work for young people and how these might be replicated by other countries. Participants were also given the opportunity to provide suggestions on how the ILO can further support attempts to enhance services to young jobseekers.

The specific objectives of this mutual learning workshop were to:

- ✓ Share good practices, knowledge and lessons learnt on what works on employment services for youth;
- ✓ Establish a community of practice to exchange information and expertise on employment services for youth;
- ✓ Collect and disseminate information on innovative solutions in the provision of employment services and programmes for young clients.

# 3. PARTICIPANT'S PROFILE

Participants were drawn from government Ministries responsible for the delivery of employment services as well as from employer and worker organizations. A total of eight participants, representing Cambodia, the Former Yugoslav Republic of Macedonia, Jamaica, the Russian Federation, South Africa, Sweden, Switzerland and Uruguay attended the workshop. The Business Unity South Africa represented the employers, while workers' organizations were represented by the Trade Union Confederation of the Americas (TUCA) and by the Asia-Pacific Regional Organisation (ITUC-AP). The World Association of Public Employment Services (WAPES) and the Public Services International (PSI) for the International Trade Union Confederation (ITUC) attended the workshop as observers (see Annex VII for the list of participants).





## 4. METHODOLOGY

The workshop used a participatory approach, which allowed the exchange of information and experiences among participants and between participants and facilitators. It was delivered through a blend of participants' presentations and mutual learning activities geared to create a positive learning environment and share knowledge on national approaches and practices. A summary of country presentations can be found in Annex III. A community of practice was initiated and participants were encouraged to single out the practices of other countries they were interested to learn more about (see Annex III).

Prior to the workshop, participants were asked to prepare a country brief detailing the employment services targeting youth (see Annex VI for details).



# 5. WORKSHOP STRUCTURE AND CONTENT

The workshop was structured around four key themes found to be of critical importance when dealing with employment service delivery targeting youth:

- ✓ Reaching out to young jobseekers;
- ✓ Career guidance services to ease the transition to work;
- ✓ Profiling and targeting approaches;
- ✓ Youth employment programmes.

During the workshop, participants exchanged experiences on challenges and opportunities to provide effective employment services. This allowed distilling lessons for future implementation and for what works on employment services for youth and why.

## 5.1 Reaching out to young jobseekers

Public Employment Services (PES) can play a key role in easing the transition of young jobseekers into the labour market.<sup>1</sup> For many employment services it is a challenge to find the best means to reach young jobseekers, particularly those most in need of their services. Many young jobseekers became discouraged during the transition between school and employment and might withdraw from job search and the services offered in their country. Other jobseekers might not be aware of the support that is available to them.

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<sup>1</sup> GB.306/ESP/3/2, November 2009, ILO support for the role of Public Employment Services in the labour market

The thematic discussion on outreach strategies examined both traditional methods implemented by PES as well as various innovative approaches deployed to attract and motivate youth to benefit from the range of services available through the employment offices.

The challenge of reaching out to young jobseekers cannot be addressed by the Public Employment Services alone. Many PES have now formed partnerships or collaborative agreements with other services providers, such as non-governmental organizations, not-for-profit agencies as well as employers, private employment agencies and temporary work agencies.

The country practices of Cambodia and Jamaica gave participants grounds to discuss different approaches to reach out to young jobseekers.

In Cambodia, this approach ranged from online services, recruitment events for migrant workers and smart phone application for the registration of jobseekers in rural areas with no access to Job Centres.

Jamaica's experiences revolved around the use of satellite employment stations and mobile career fairs organized during events that attract young people (like motor shows).





The outreach strategy that a country can pursue significantly depends on the administrative capacity and funding enveloped of the Public Employment Service as well as the situation on the labour market. As young jobseekers are a heterogeneous group, multiple approaches might be needed to improve outreach strategies.

The following points emerged during the discussion on how to implement strategies to attract young people towards the employment service.

- ✓ **Services should be made attractive for young jobseekers.** Young people are likely to be attracted by targeted online and social media offers. Job fairs or recruitment events are used in many countries to reach out to larger groups of jobseekers. Although the size of the event may vary, this is widely seen as a good means to involve youth. Other innovative approaches are career fairs organized together with events that attract the attention of young people and career planning computer games. Partnerships with employers and other providers are key to the success of such events.
- ✓ **PES need to be aware that they might intimidate young jobseekers.** Gaining the trust and confidence of young jobseekers is an important aspect of outreach strategies. This may be realized through peer-to-peer approaches, i.e. recruiting young people to specifically address the needs of jobseekers in the same age group. Other examples are support through mentoring projects with

enterprises and the dissemination of information through family/household members.

- ✓ **The divide across regions or between rural and urban areas must be taken into due account.** Limited availability of PES services in rural areas or high youth unemployment in certain neighbourhoods are just two of the challenges the PES needs to be aware of. These can be addressed by the introduction of mobile services (out-reach offices, PES on wheels) to increase the access of young jobseekers to available services.
- ✓ **Early interventions are key to the success of outreach strategies.** It is important to reach out to young people with information on the labour market and available services as early as possible. The practices shared by participants included job fairs organized with schools and targeting pupils and students. These events provide information on the labour market situation, generate young people's interest about occupations and stimulate discussion with peers and teachers. Partnering with schools can contribute to an early intervention approach to reduce the risk of unemployment among school leavers. Teachers can be a useful channel to disseminate information, present the employment services available and, by acting in tandem with PES can help preventing
- ✓ **Partnership approaches are instrumental to bring the services to disadvantaged youth.** The approach of multi-disciplinary teams comprising police officers, social workers and PES staff to approach young people at risk of exclusion was also shared during the group discussion. Partnerships can also lead to an integrated service delivery system whereby different partners combine different services for youth into a one-stop-facility.

## KEY FINDINGS ON OUTREACH STRATEGIES

- The outreach strategy that a country can pursue significantly depends on national circumstances as well as the PES capacity and funding of PES;
- Young jobseekers are a heterogeneous group with diverse needs that require multiple approaches;
- Online offers and social media platforms are an important aspect of outreach strategies targeting youth;
- Multi-channelled approaches with the involvement of various partners are needed to reach out to youth who are discouraged or at risk of social exclusion.

## 5.2 Career guidance practices to ease the transition to work

Supporting young jobseeker in choosing the right career path is one of the most important tasks of the Public Employment Services. In fast-changing labour markets guidance is needed to enable young jobseekers to make informed career choices. The second theme of the mutual learning workshop, therefore, centred on the quality of career guidance services provided by PES.

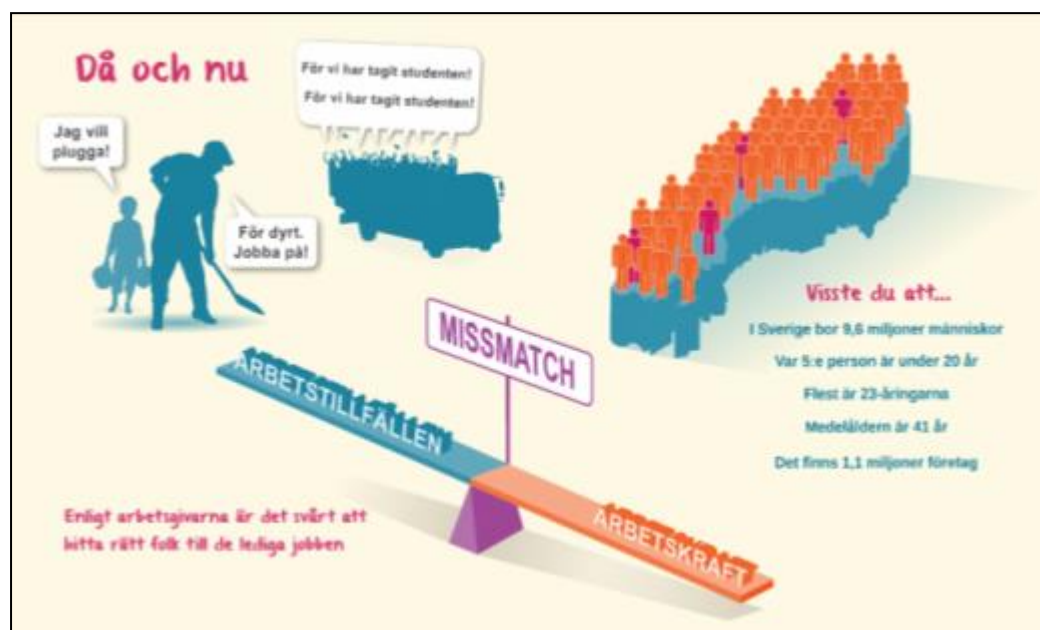
The thematic discussion initiated with the country practices of Sweden and the former Yugoslav Republic of Macedonia. These focussed on career guidance tools that PES are using to prepare young jobseekers for the labour market.

The former Yugoslav Republic of Macedonia presented the *Work readiness training*, a career guidance tool delivered face-to-face in group sessions. This 25 hour training targets youth with university or secondary education and deals with personal development, job searching skills, communication skills, workplace behaviour, teamwork and leadership, right at work and financial skills.

### **WORK READINESS TRAINING FOR YOUTH IN THE FYR OF MACEDONIA**

- 25 hours job search training offered to young (18-29 years old) people, first time jobseekers (university and secondary school graduates);
- The aim is to provide in one single package most of the basic employment services offered by the Employment Service Agency;
- This training is available in most local employment offices and it is delivered by trained employment counsellors.

Sweden developed an online tool that includes seven chapters (i.e. dreams and goals, information on the changing labour market, rights and responsibilities at work). Role models, like a popular young entrepreneur, are part of this guidance package to attract the young age group.



The group discussion that followed touched upon a number of strategies.

- ✓ **Career counselling must enable young jobseekers to explore their skills and talents.** The discussion underlined the difficulties young people face in making career choices. Discovering their skills and talents through online tools or face-to-face programmes enables young people to explore different career paths and make more informed choices.
- ✓ **Young people need to be well informed about the labour market and employers' expectations.** Many young people are unaware of the large variety of occupations and career paths that are available to them. Some occupations might either be unknown to most jobseekers while others might not be attractive due to their wage and working conditions. Career counselling should also provide young people with different examples on how to apply for a job. This, however, needs to be tailored to the occupation sought and what is considered appropriate in the country. Job application formats that work well in a country, may not be transferable to other contexts.



- ✓ **Career guidance needs to address skills mismatches.** Fast-changing labour markets may generate skills mismatches. On the one hand, career guidance serves to close information gaps about the labour market situation and promote knowledge about occupations that are in demand. It is important to be able to rely on well-grounded labour market projections that take into account the time required to develop skills that are in demand. Career counselling faces the challenge to help young jobseeker find an occupation that matches their skills and personal goals but also respond to the demands of employers. These tasks require well prepared career counsellors. The continuous upgrading of the skills of career counsellors remains a challenge for many PES around the world.
- ✓ **Targeted career counselling must be offered as early as possible.** As already pointed out for outreach strategies, early career counselling –provided for instance in cooperation with schools – can shorten or even prevent unemployment spells. The discussion showed that there are differences in the youth groups that the Public Employment Service may approach to provide career counselling services.

#### KEY FINDINGS ON CAREER GUIDANCE

- An integrated approach to career counselling – provided as early as possible – can contribute to address skills mismatch.
- Appealing and playful means for young jobseekers to discover skills and talents are used effectively in various countries

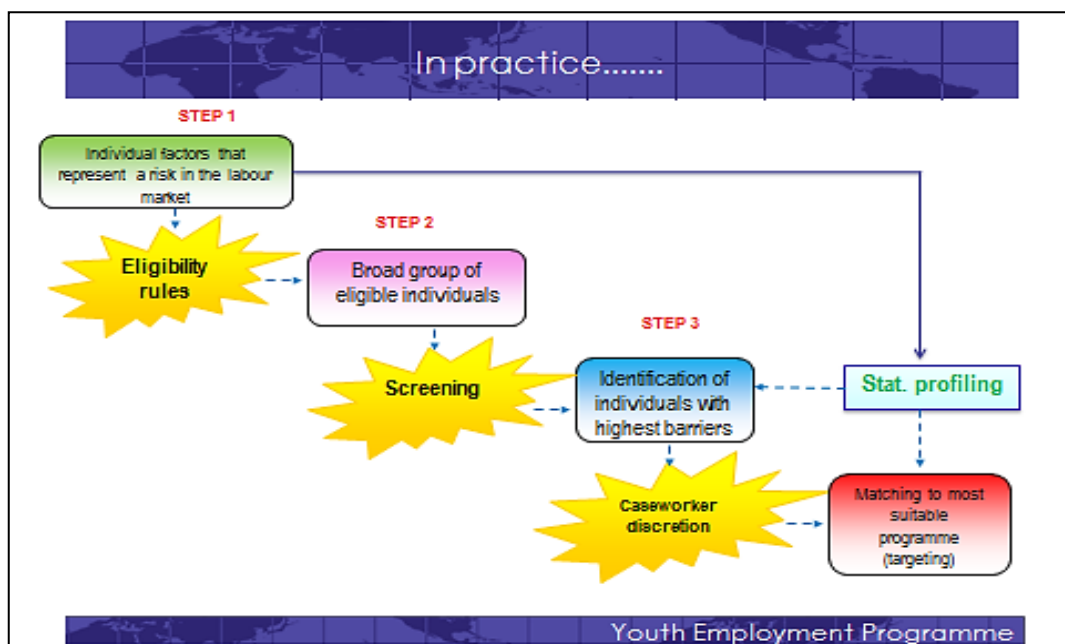
## 5.3

### Profiling and targeting

As young jobseekers are a heterogeneous group, targeting and profiling mechanisms can help in ensuring that services and programmes reach those most in need of assistance.

The PES use a number of different approaches to identify the risk a young person faces in the labour market and in targeting available services to individual needs and labour market requirements. These approaches include **eligibility rules** (with youth channelled towards various forms of assistance if they meet specific criteria like age or length of unemployment); **caseworkers decision** (counsellors using a combination of tools refer young clients to specific services); **screening** (group characteristics are used to score the risks young people face in the labour market and to allocate them to services and programmes) and **statistical profiling** (predicts the probability that a risk will occur based on a number of individual characteristics).

Most profiling mechanisms use a common range of individual characteristics to identify the risks a young person faces in gaining a foothold in the labour market. These are age, sex and national origin; educational attainment and vocational qualifications; prior work experience; unemployment spell and degree of labour market attachment; geographical location; and disability or medical condition.





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In practice, Public Employment Services around the world typically use a combination of the above mentioned approaches to refer young clients to the services and programmes available. The discussion revealed that countries differ substantially in the method used to segment clients, the type of risks that are taken into consideration and the roles assigned to counsellors.

- ✓ Profiling can be a useful tool to match young jobseekers to available services, but it requires a robust information base. The key principle of a profiling approach is to know which individual characteristics represent a risk. This requires historical data on the performance of young jobseekers in the national labour market. But this in itself is not sufficient, as young clients need to be matched to services and programmes that are proven to be effective. This requires a well developed monitoring and evaluation system.

#### KEY FINDINGS ON PROFILING AND TARGETING

- Countries use various approaches to profile young clients and matching them to available services, depending on their resources and needs.
- A profiling system must be linked to services offered by the PES and its partners.

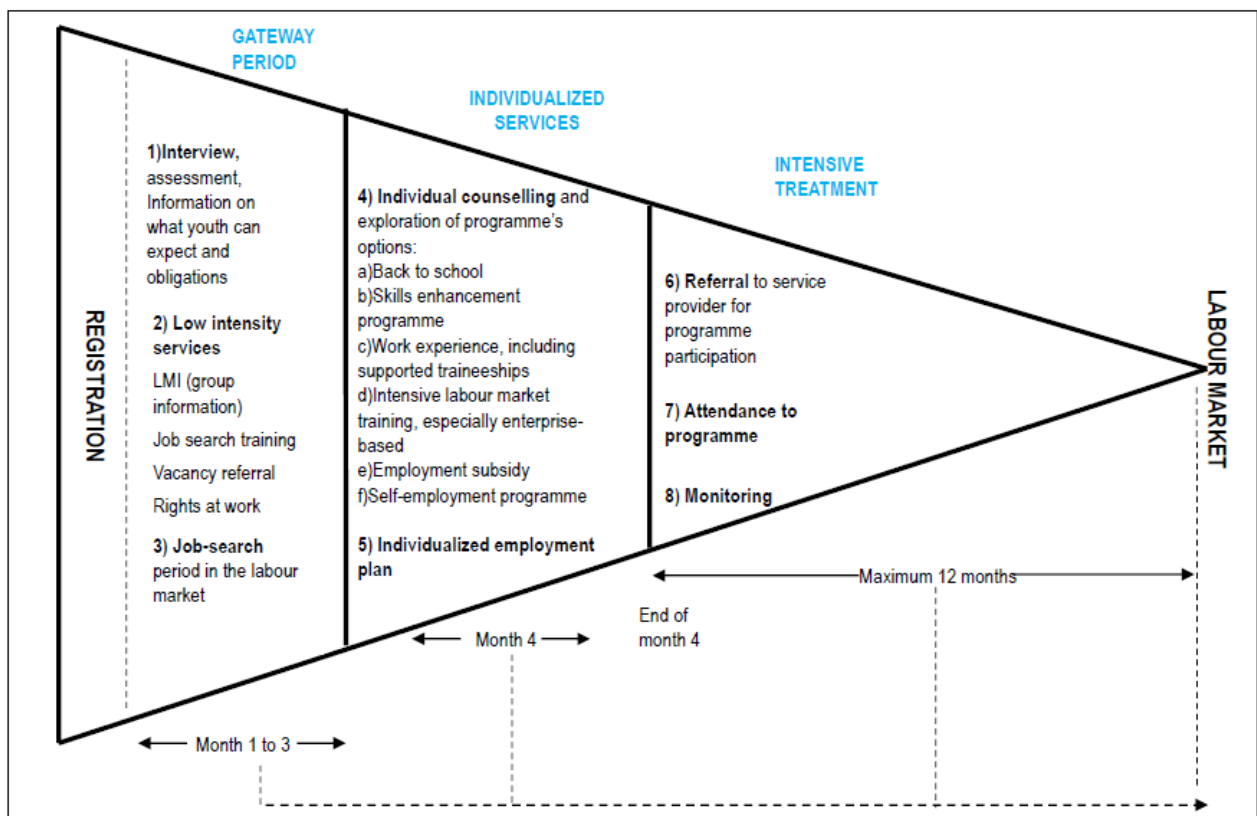
## 5.4

## Youth Employment Programmes

The last part of the mutual learning workshop focussed on active labour market interventions to facilitate the transition of young jobseekers to the labour market. The discussion provided a common understanding of how countries can develop and implement youth employment programmes that are effective.

The first part of this session shared experience on PES approaches to link the provision of services and programmes through integrated delivery.

### Integrated service and programme delivery




### Youth Employment Programme

The evaluations of active labour programmes targeting youth identified the following features as key to their success:

- ✓ **Design that responds to labour market requirements** improves the employment opportunities of participants. Labour market information and control groups are essential for the design, monitoring and evaluation of initiatives.
- ✓ **Targeting and tailoring to individual needs and labour market disadvantages** have produced better programme results. Generic targeting based on age may benefit those who could have found a job without participating in the programmes.
- ✓ **Comprehensive packages of services** that combine various components relating to both labour demand (e.g. tax incentives, entrepreneurship) and supply (e.g. training, career guidance and job search assistance) can be more effective than single measures.
- ✓ **Provision of work experience and the involvement of the private sector** (e.g. through in-company training and work placement) increase employment opportunities, especially where programmes place participants with private companies.
- ✓ **Involvement of the social partners** contributes to the effectiveness of programmes and helps in connecting youth with the world of work.

The participants from Uruguay and the Russian Federation presented some examples of the youth employment programmes implemented at national level. Uruguay is currently implementing a programme for youth aged 16-20 years old which aims at linking the education system and the labour market and involves public employers. The participant from the Russian Federation presented a portfolio of youth employment programmes that include job subsidies, training and retraining for young women with child-care responsibilities as well as measures of vocational orientation for school children.



Ministerio de Trabajo y Seguridad Social

## Programa Yo estudio y trabajo

- **Objetivo:** fomentar el vínculo entre el mundo educativo y el mundo laboral, ofreciendo una primera experiencia laboral formal a jóvenes estudiantes entre 16 y 20 años generando habilidades para desempeñarse en el mercado laboral. Todos los jóvenes deben seguir estudiando durante el año de experiencia laboral.
- En la Primera Edición (2012) participan 609 jóvenes en todo el país y 11 empresas públicas adheridas.
- En la Segunda Edición (2013) 732 puestos de trabajo y 15 empresas públicas adheridas.
- En la Tercera Edición (2014) 703 puestos de trabajo y 16 empresas públicas adheridas.

Further country examples were gathered during a group activity aimed at identifying the key features of intervention targeting young people. These programmes ranged from entrepreneurship schemes to internships, vocational training and work placement schemes in specific industries. Annex III provides the summary of the programmes discussed in the workshop.

One session of the workshop was devoted to discuss the evidence on the effectiveness of youth employment programmes. This revolved around the analysis of information stemming from the youth employment inventory (a repository of information from over 700 youth employment programmes). There is a knowledge gap about the effectiveness of entrepreneurship and self-employment programmes and for some regions in the world (African countries and the Middle East). To fill this gap the ILO is supporting the running of impact evaluations under the aegis of the strategic priority on what works for youth employment.

Available evidence shows that skills training programmes for youth are most efficient when design and implementation is demand-driven. Education policies in the early lifecycle secure a long term impact in human capital. The evaluation of entrepreneurship programmes provided rather mixed results. The effects on young people, however, are negligible. This led to further evaluations to measure the effectiveness of youth entrepreneurship programmes.<sup>2</sup>



<sup>2</sup> More information can also be found in the report on the Doha Evidence Symposium : “What Works” to improve youth labour productivity?” March 2014, downloadable at [http://www.ilo.org/empent/Eventsandmeetings/WCMS\\_234442/lang--en/index.htm](http://www.ilo.org/empent/Eventsandmeetings/WCMS_234442/lang--en/index.htm)

The discussion that followed focused on a number of points:

- ✓ **Youth employment programmes depend on the PES level of maturity and available resources.** The results of the group work showed a wide array of approaches with programmes having different scope, range and target groups. The transferability of national practices from one country to another might be limited and need to take into account labour market conditions, PES administrative capacity and funds available.
- ✓ **Outcome measurement and impact evaluation are essential to allocate funds effectively.** The importance of systematic data collection and evaluation of impact to move towards evidence-based policy making was emphasized together with the need to develop means to measure the effectiveness of (youth) employment programmes.

#### KEY FINDINGS ON YOUTH EMPLOYMENT PROGRAMMES

- The extent, scope and targeting approaches of youth employment programmes vary substantially from country to country;
- Programmes that provide skills demanded by employers and offer work experience opportunities were found to be common in a number of countries. Entrepreneurship development schemes are also popular, albeit they appear to work better for certain categories of young unemployed (better educated and with a good support network);
- Monitoring and evaluation are key to design programmes that are effective in addressing the barriers young people face in gaining a foothold in the labour market.

## 5.5 Challenges and opportunities to provide effective services

The development, implementation and evaluation of active labour market interventions targeting youth is a challenging task for policy makers and the Public Employment Services and not only in periods of declining human and financial resources. This consideration served to initiate a discussion on the common challenges that PES around the world need to address to provide effective services. Participants, divided into two groups, were asked to discuss and agree upon three key challenges their countries faced in delivering effective employment services for youth. The two groups were then asked to provide a possible solution to the problems identified by the other group. The group discussion highlighted the following points.

- ✓ **Policy coherence and social dialogue in the operations of the PES is a must.** A nationally adopted policy and the improvement of cooperation across stakeholders were identified as possible approaches to face this challenge. Public awareness on what the Public Employment Services can offer is often scant. This can be solved by increasing the transparency of the offer and the visibility of results achieved. A coherent and integrated national policy – based on evidence – is needed to provide responses that are in line with national conditions.
- ✓ **It is important to target the “right” jobseeker.** The improvement of targeting needs regular surveys, research and statistics. Achieving the right balance between costs and efficiency is a challenge for the establishment of a robust monitoring and evaluation framework. The lack of resources (human, financial and technical) remains a key constraint to PES effectiveness.

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## 6. LESSONS FOR FUTURE IMPLEMENTATION AND THE WAY FORWARD

The presentation of country practices and plenary discussions on the four themes of the workshop contributed significantly to the achievement of the objectives of this mutual learning event. Good practices were shared and this paved the way for the establishment of a community of practice on “What works for youth on employment services and why”. Insights into national challenges and approaches were exchanged by participants and common challenges discussed.

Participants were exposed to the different approaches used to reach out to young jobseeker via online self-service tools, job fairs and mobile facilities. The discussion included examples on how to involve the social partners and approaches to reaching out to discouraged young workers. Innovative methods to provide effective career guidance were presented. Some are internet based, while others centred on face to face contact. This underlines the diversity of approaches to deliver effective services and to target young jobseekers. It was recognized that targeting is a key requirement, but also that there is a need for assessing the reliability of profiling tools for matching individual characteristics to available services. The countries represented in the workshop have Public Employment Services at different levels of maturity, and the availability of human, financial and technical resources vary to a significant extent.

This mutual learning event was aimed at giving participants the opportunity for peer-to-peer learning by sharing experiences, discussing problems and providing solutions. The participants seized this opportunity throughout this two-day event, especially during the group activities.

In the last session of the workshop participants were asked to identify the items they would like to learn more about. This included approaches, programmes, tools and practices discussed during the workshop, but also additional themes that are of interest for national PES. Participants were asked to indicate the countries or organisations from which they would like to have the information or receive peer support (see Annex III for details).



In order to support this newly-formed community of practice, the following action was identified on the basis of the priorities of the mutual learning group:

- ✓ **Preparation of country profiles on employment services that work for youth.** In order to provide comparable information on PES for youth in different countries, the ILO will collect and systematize the information provided by participants as well as undertake research on countries that were not present in the workshop. The country profiles could be posted on a dedicated web based platform.
- ✓ **Compilation of good practice.** Good practices will be collected and made available for further knowledge-sharing. The existing platforms [www.youthpractices.org](http://www.youthpractices.org) and [www.youth-employment-inventory.org](http://www.youth-employment-inventory.org) were presented.
- ✓ **Comparative report on Public Employment Services for youth.** The ILO will compile a report to give basic comparative information on Public Employment Services for Youth.
- ✓ **Development of a technical guide on profiling and targeting techniques.** With the support of the mutual learning group and by sharing their expertise and country-level profiling and targeting approaches, the ILO will further develop the draft of the existing guide. The latter will be shared among the members of the group for feedback, suggestions and sharing of information.
- ✓ **Dedicated technical cooperation project.** This could be instrumental to:
  - i) develop a dedicated web-based platform that would include a resource bank and virtual forums;
  - ii) organize mutual learning events (face-to-face), including through the existing PES and youth employment related programmes of the International Training Centre of the ILO;
  - iii) compile thematic analyses and
  - iv) develop specific tools.







## 7. VALIDATION OF THE WORKSHOP

At the end of the workshop, participants were asked to provide a detailed assessment of the training and organizational aspects of the workshop.

The overall programme was considered well structured and organized (100 per cent of participants). The overall relevance of the workshop, the achievement of objectives and the contribution of participants' to overall learning scored the highest in appreciation (100 per cent of participants).

Annex VI provides the detailed results of the final validation questionnaire.

## 8. CONCLUSION

Participants commented favourably on the workshop content, methods and learning techniques used and particularly appreciated the time devoted to plenary discussions, as it provided an opportunity to exchange experiences, discuss country practices and lessons learnt. All the thematic areas of the workshop scored high in participants' appreciation, especially career guidance services, outreach strategies, design of effective youth employment programmes and profiling approaches.

Many employment services represented in the workshop operate in a context of low labour demand, high youth unemployment rates and skills mismatches. Employment services are increasingly deploying a mix of preventive (career guidance to students in partnerships with schools) and curative (skills training, traineeship and subsidized job opportunities) strategies to address the different barriers young people face in the labour market.

Knowledge sharing and mutual learning events like this workshop can provide PES practitioners with new ideas about services and programmes that may work for young jobseekers, but also on approaches that can make a difference in the presence of human and financial constraints.



# Annex I: Workshop agenda

Area of critical importance Jobs and Skills for youth  
Mutual learning workshop

## What works on employment services for youth

25-26 September 2014, Room: VII (R2 South)



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TIMETABLE

Time	DAY ONE	DAY TWO
08:30	Registration	4. Youth employment programmes
09:00	09.00 Opening remarks	<i>Presentation of good practices (Uruguay, Russian Federation), Q&amp;A</i>
10:00	<i>Objectives of the workshop</i>	<i>Knowledge-sharing: What Works? Evidence from impact evaluation (ILO)</i>
	<i>Expectations of participants</i>	
10:30	1. Reaching out to young jobseekers	4. Youth employment programmes (cont.)
12:00	<i>Presentation of good practices (Cambodia and Jamaica), Q&amp;A</i>	<i>Peer learning: Design and sequence of youth employment services and programmes: What works?</i>
	<i>Group discussion: Outreach strategies that work for youth</i>	Comments Employer and Worker representatives
	Comments Employer and Worker representatives	
13:30	2. Career guidance and practices to ease the transition to work	5. Strategies to provide effective services
15:00	<i>Presentation of good practices (Sweden and FYR of Macedonia), Q&amp;A</i>	<i>Knowledge sharing: How to support groups of disadvantaged youth</i>
	<i>Knowledge-sharing: How PES provide effective labour market navigation skills</i>	Comments Employer and Worker representatives
	Comments Employer and Worker representatives	
15:30	3. Profiling and targeting	6. What works?: Lessons for future implementation
16:30	<i>Presentation (ILO) and discussion of country practices Q&amp;A</i>	<i>Group discussion: The way forward</i>

## Annex II: Participants' expectations

### EXPECTATIONS ABOUT THE WORKSHOPS



- ✓ **Good practices and country experiences** on career guidance, profiling, effective service delivery, youth policies;
- ✓ **Labour market programmes**, job placement, recruitment incentives, work experience measures and on-the-job training
- ✓ **Networking**, transferring knowledge and experiences, innovative communication models
- ✓ **Method and tools** to increase the effectiveness of employment service delivery for youth
- ✓ **Strategies** to improve the labour market situation of young people
- ✓ **Partnerships**, including the involvement of social partners in vocational education and training; how to involve young people
- ✓ **Approaches** to target young persons with disabilities, in conflict with the law or with other difficulties

# Annex III: Group activities

## WHAT WORKS ON EMPLOYMENT SERVICES FOR YOUTH?

### Reaching out to young people: Cambodia



The Cambodian labour force is characterized by large annual inflows of young and low skilled workers. Good job opportunities for young people are scant and there is a limited provision of vocational and career guidance and counselling. The high drop-out rate of students (before completion of the ninth grade) results in a large supply of unskilled workers. The National Employment Agency (NEA) was established in 2009, but access to employment services is still limited, especially in rural areas. Action to enhance skills and improve the labour market situation is on the top of the national policy agenda. The Agency provides job placement services, career guidance, employment counselling, advice on technical and vocational training, information on occupational health and workplace safety and skills re-training. Services are offered both online and face-to-face in job centres. To reach out to young jobseekers in rural areas, the Agency developed a smart phone application used to register jobseekers in areas with no, or limited access to the Internet. Job fairs and other recruitment events are also organized throughout the country. The main programmes targeting youth include internship, special support for young jobseekers with disabilities and an entrepreneurship scheme for youth living in rural areas.



## Reaching out to young people: Jamaica

**Public Employment Service in Jamaica  
(MLSS)**

What is it?

**Labour Market Information System (LMIS)**

- It is an internet-based system
- It permits increased access to labour market intelligence by stakeholders
- It facilitates job opportunities and career guidance

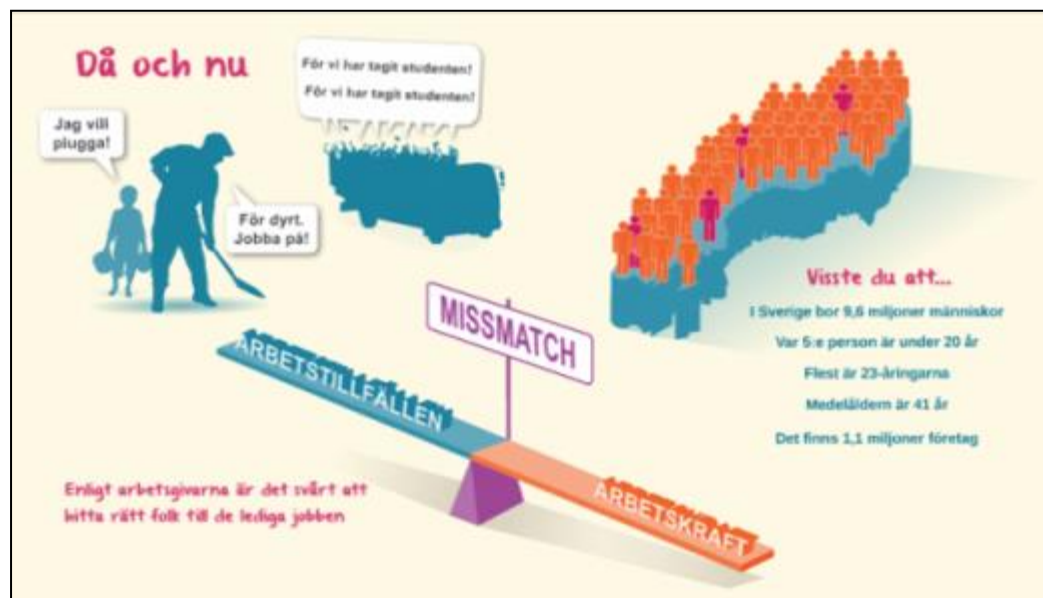
The LMIS is comprised of:

- Electronic Labour Exchange (ELE)
- Labour Market Intelligence (LMI)
- Skills Bank

Jamaica has a high level of unemployment, limited access to services outside larger cities, limited awareness about PES services outside urban areas and limited human resources.

The PES Labour Market Information System (LMIS) is an internet-based tool that allows better access to labour market intelligence by stakeholders and facilitates the provision of job counselling and career guidance. The LMIS comprises: the Electronic Labour Exchange (ELE) that matches jobseekers with job vacancies; the Labour Market Intelligence (LMI) that collects and presents labour market statistics; and a Skills Bank, a database of skilled persons. A live chat feature is currently being planned for career guidance services. To reach out to young jobseekers the PES uses their online services as well as the practice to organize career fairs at events that attract the attention of young people. Young people are also involved in creative employability skills sharing workshops that use innovative technology and social media. Satellite stations will be established for areas outside PES catchment location. The stations will be located in spaces frequently trafficked by young people and employers.

## Career guidance to ease the transition to work: Sweden



Sweden developed an online career guidance service for young people. The tool provides interactive information organized around seven chapters. The tool helps young users explore their dreams and goals, provides information on a changing labour market, guides through the variety of available occupations, provides information about the PES job bank and competition in the labour market, and summarizes the rights and responsibility of young people at work. The online tool is currently being presented in schools to involve teachers and promote its use among students. One of the means that the Swedish PES uses to attract young jobseekers is the involvement of role models and providing creative examples on how to present their résumé.

## Career guidance to ease the transition to work: FYR Macedonia

### WORK READINESS TRAINING FOR YOUTH

- 25 hours job search training offered to young (18-29 years old) people, first time jobseekers (university and secondary school graduates);
- The aim is to provide in one single package most of the basic employment services offered by the Employment Service Agency;
- This training is available in most local employment offices and it is delivered by trained employment counsellors.

In the FYR of Macedonia, around 23 per cent of all registered unemployed are under 29 years old. Two thirds have completed secondary or even university education.

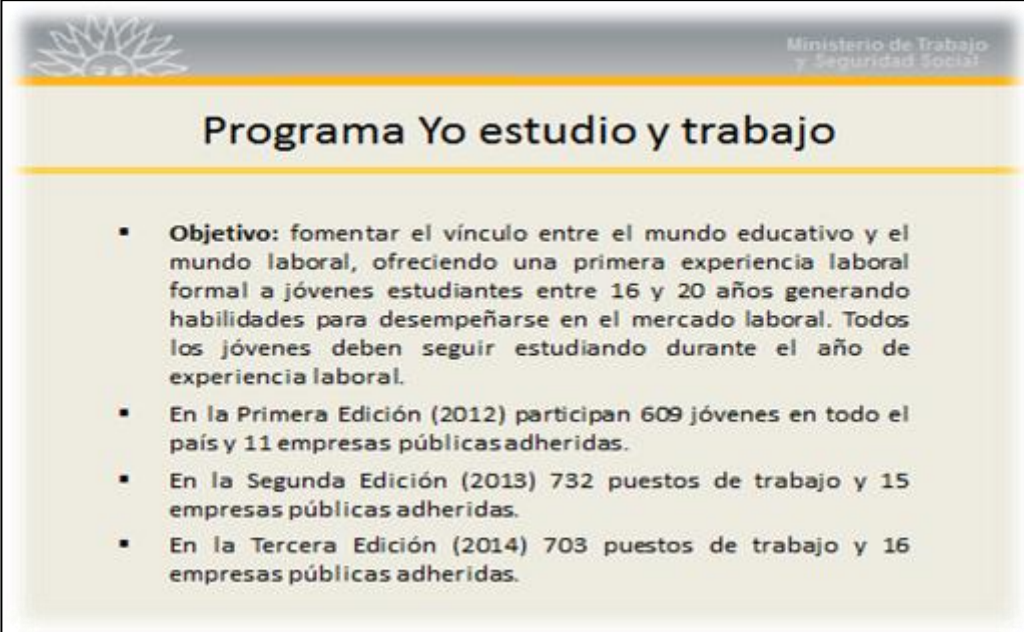
The Employment Service Agency has a number of services and programmes specifically targeting young people (traineeship, first chance programme, training for advanced IT skills).

Career guidance services are delivered individually or in group sessions. Self-help tools are available through the Agency's web page. A core tool currently used to provide career and employment counselling is the "work readiness training for youth"

This is a 25 hours job search training course offered to young first time jobseekers (university and secondary school graduates). The aim is to provide most of the basic employment services offered by the Employment Service Agency in one single package. This training is available in all local employment offices and it is delivered by trained employment counsellors. It includes eight modules ranging from personal development, job search skills, communication skills, workplace behaviour, teamwork and leadership as well as rights at work and financial skills. During the training different methods like group activities or meetings with employers are used.



## Youth employment programmes: Uruguay



Ministerio de Trabajo y Seguridad Social

### Programa Yo estudio y trabajo

- **Objetivo:** fomentar el vínculo entre el mundo educativo y el mundo laboral, ofreciendo una primera experiencia laboral formal a jóvenes estudiantes entre 16 y 20 años generando habilidades para desempeñarse en el mercado laboral. Todos los jóvenes deben seguir estudiando durante el año de experiencia laboral.
- En la Primera Edición (2012) participan 609 jóvenes en todo el país y 11 empresas públicas adheridas.
- En la Segunda Edición (2013) 732 puestos de trabajo y 15 empresas públicas adheridas.
- En la Tercera Edición (2014) 703 puestos de trabajo y 16 empresas públicas adheridas.

In Uruguay the unemployment rate of young people aged 15-18 is 31 per cent, while for youth aged 19-24 it is 16.3 per cent. Youth unemployment is significantly higher than the unemployment rate of adults (around 6 per cent).

In 2010, the National Directorate for Employment (Dirección Nacional de Empleo) established specialized units for the promotion of decent jobs opportunities for youth. Activities include, among others, a communication campaign on decent work for youth (Trabajo Decente Juvenil) and the design of a new law on youth employment that adopted in September 2013.

The programme Yo estudio y trabajo (I study and work) is aimed at creating links between school and work and offers first work experience for youth aged 16-20. The programme started in 2012 with 609 young participants and eleven public employers. Anybody can apply; participants are chosen randomly, while a fixed percentage of posts is reserved for disadvantaged target groups. The evaluation findings reveal that family background and assets, as well as gender have an impact on educational and labour market opportunities.

## Youth employment programmes: Russian Federation



The Russian Federation is facing sluggish labour demand, skills shortages and mismatch between the skills youth gain at school and employers' needs. Whereas high educational attainment eases the transition to a job, the lack of work experience is the most common reason of unemployment among university graduates.

The services provided by PES include, among others, information about the (regional) labour market, vocational guidance, subsidized work experience schemes for people aged 14 to 18 years and self-employment programmes.

Since 2012 the implementation of active labour market programmes is decentralized to the regions of the Federation.

Labour market programmes that are most effective in easing the transition to work of young people include wage subsidies, on-the-job training, vocational training for young mothers with child care responsibilities and vocational guidance for pupils and students from the sixth grade onward.

## KEY FEATURES OF YOUTH EMPLOYMENT PROGRAMMES

This individual activity asked participants to summarize the key features of youth employment programmes implemented at national level by PES.

KEY DESIGN FEATURE	TARGET GROUPS	No OF PARTICIPANTS	OUTCOMES
<b>South Africa</b>			
<p><b>Vocational training</b></p> <ul style="list-style-type: none"> <li>▪ 12 month duration</li> <li>▪ Trainees receive a monthly stipend (1,750)</li> <li>▪ Implemented in partnership with the Dep. of higher education and training)</li> <li>▪ Employers are required to provide experiential, on the job learning</li> <li>▪ Total cost is 300 million Rand (26.5 million US\$)</li> </ul>	<p>Unemployed youth registered in the PES and with at least secondary education completed</p>	<p>8, 000 young people annually</p>	<ul style="list-style-type: none"> <li>▪ The programme created roughly 23 300 new jobs and saved other 21,000 jobs;</li> <li>▪ Sectors include mining, IT; chemical and engineering, customer care, maritime and motor industry</li> </ul>
<b>Mauritania<sup>3</sup></b>			
<p><b>Self-employment programme (agriculture)</b></p> <ul style="list-style-type: none"> <li>▪ The government, with partners, provides agricultural land and provides funding for equipment and other materials</li> <li>▪ The PES, with partners, provide unemployed youth with training, assistance in the development of a business plan and mentoring services for roughly 18 months</li> </ul>	<p>Unemployed youth living in poverty stricken areas</p>	<p>500 youth</p>	<p>95 per cent of participants are self-employed at low uP</p>

<sup>3</sup> Country practice presented by WAPES

Sweden			
<p><b>Youth job programme</b></p> <ul style="list-style-type: none"> <li>• On the job training to learn the tasks of an occupation</li> <li>• The programme has a duration from 3 to 6 months and includes a period of internship</li> <li>•</li> </ul>	Young people aged 16-24	30, 000 (monthly average)	
<p><b>Folk-High-School-Initiative</b></p> <ul style="list-style-type: none"> <li>• 3 months motivation course</li> </ul>	Young people who need additional support, e.g. persons with disabilities		60 per cent of participants are employed or returned to education at follow-up
Switzerland			
<p><b>Motivation semester</b></p> <p>The overall cost of the programme is 68.4 million CHF (71.8 million US\$)</p>	Youth in the transition from compulsory education to vocational training	5, 872 participants	40 per cent are in vocational training (secondary level II) at follow up
FYR of Macedonia			
<p><b>Self-employment scheme</b></p> <p>The programme includes entrepreneurship training, a non-refundable grant equivalent to €3,000 in equipment and other materials, mentoring services and assistance to register the enterprise.</p>	Young unemployed up to 29 with at least secondary education (compulsory schooling)	300 young participants	100 per cent at programme's end (the beneficiary has an obligation to keep the subsidized business open for at least one year). An impact evaluation is currently on-going.
<p><b>Internship</b></p> <p>The programme offer a three month period of learning and work experience in a private enterprise Interns are paid €100 per month, plus social security contribution and insurance</p>	Young unemployed up to 29 with at least of secondary education (compulsory schooling)	270-300 annually	59 per cent of beneficiaries are employed at follow up (administrative data). Impact evaluation on-going.

Jamaica			
<b>Job placement</b> (hotel industry) This programme matches young jobseekers to jobs in the hotel industry	Young people 18-25	10-15 per month	70 per cent success rate
Uruguay			
<b>Projoven</b> Is a training and placement programme targeting young men and women from low-income households.	Young people 15-29	3,000 per year	NA

## CHALLENGES AND OPPORTUNITIES IN SERVICE DELIVERY

Participants, divided into two groups, were asked to discuss and agree upon three common challenges faced by the PES. Each group was then required to attempt to provide a solution to the challenges identified by the other group.

Challenges	Solutions
Political issues	Coherent national policies based on social dialogue
Targeting the right people	National surveys and research; development of statistical models
Right balance between cost and efficiency	Regularly assess the impact of service and programmes to discontinue ineffective measure and scale up effective ones.
Decentralization vs. centralization	Centralized services should include labour market intelligence, research and IT support, while service delivery should be decentralized.
Low public awareness on what PES can offer	Increase the transparency of the information provided to the public; improve communication and disseminate information on the results achieved.
Lack of policy coherence	Increase coordination with relevant stakeholders
Under-resourced PES (human, financial and technical resources)	Provide evidence of results when negotiating annual budget Focus on cost efficient programmes (rate/cost efficiency) Optimize the use of human and material resources

## ESTABLISHING A COMMUNITY OF PRACTICE

Participants were asked to identify the items discussed during the workshop they would like to know more about (approaches, programmes, tools, practices but also themes not dealt with in the workshop) and to indicate the countries from which they would have liked to have additional information and peer support.

COUNTRY OF INTEREST	PRACTICE(S)	REQUESTED BY
Outreach		
Jamaica and Sweden	Information on outreach strategies	FYR of Macedonia
South Africa	Reaching-out to young people through community members (relatives, friends, trade unions...)	WAPES
Senegal	Outreach approaches for youth in urban and rural areas	ILO
Career counselling		
Netherlands	On-line career game	South Africa
Sweden	CV rapping“	Jamaica
Sweden	Career guidance programmes	Cambodia
Profiling and targeting		
ILO	Profiling and targeting (design, tools, what works)	FYR of Macedonia, Cambodia, Jamaica and South Africa
Youth Employment Programmes		
Mauritania (via WAPES)	Self-employment programmes in rural areas	FYR of Macedonia

Sweden	Youth job programme	Cambodia
	Schemes to jobseekers (not absorbed in formal employment)	
	Disabilities, criminality, social and mental issues	

COUNTRY OF INTEREST	PRACTICE(S)	REQUESTED BY
Other themes		
Sweden	Mobile application for the registration of jobseekers	South Africa
ILO	Impact evaluation and performance monitoring	South Africa
ILO, Jamaica, South Africa	PES partnership with schools, local government, youth centres	WAPES
ILO	Public-private partnerships (government, employers and trade unions) to design, finance and appraise PES activities	ITUC (Asian region)
ILO	Rights at work as part of career guidance services	CSA-CSI



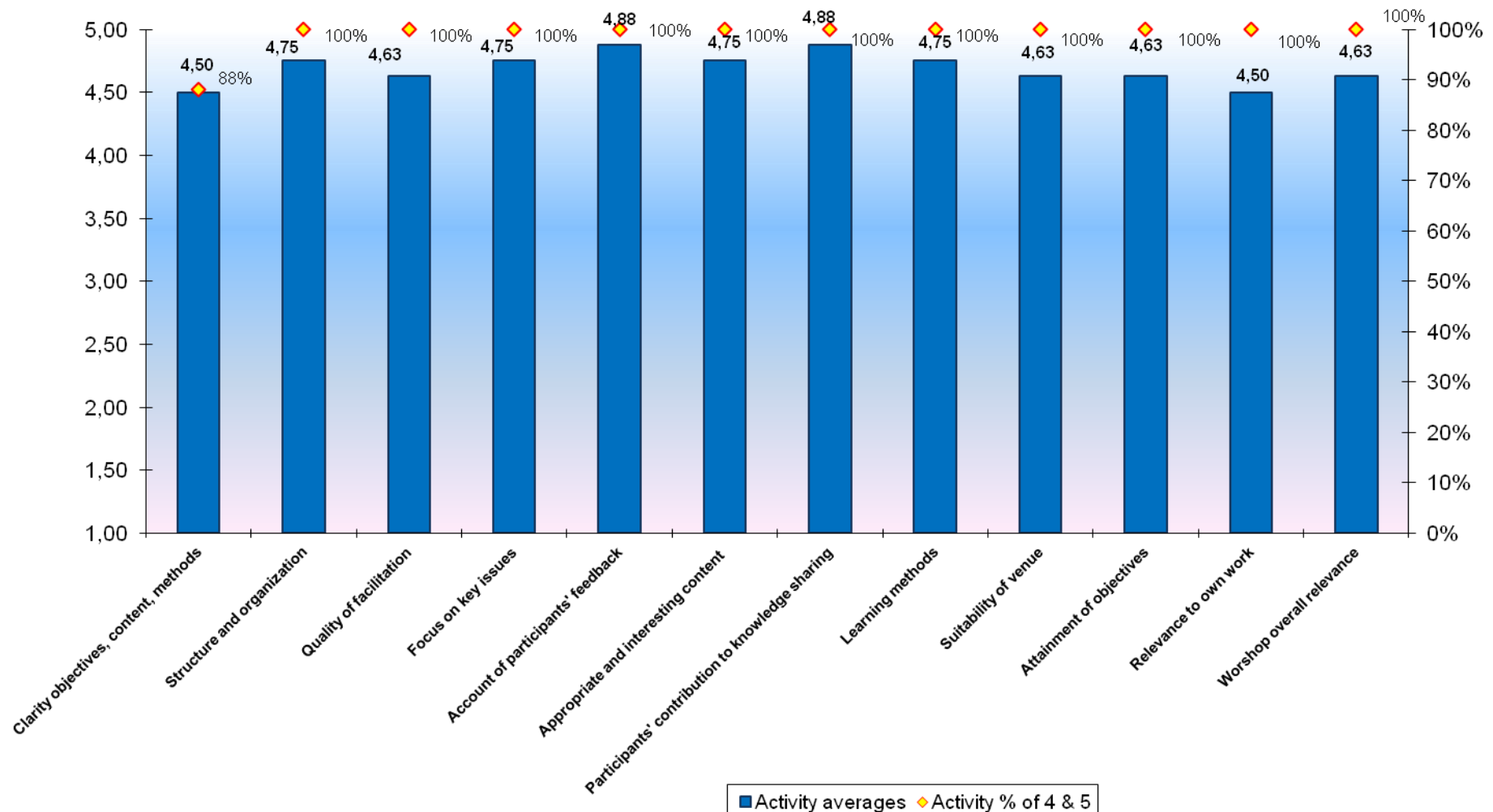
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## Annex IV: List of presentations

- ✓ Cambodia: Reaching out to young jobseekers
- ✓ Jamaica: Reaching out to young jobseekers
- ✓ Sweden: Career guidance to ease the transition from school to work
- ✓ FYR of Macedonia: Career guidance to ease the transition from school to work
- ✓ Uruguay: Youth employment programmes
- ✓ Russian Federation: Youth employment programmes
- ✓ ILO: Evidence on youth active labour market programmes
- ✓ ILO: Profiling and targeting
- ✓ ILO: Results from impact evaluation of technical cooperation programmes for disadvantaged youth

# Annex V: Results of the validation workshop

Mutual learning workshop: What works on employment services for youth and why?



# Annex VI: List of participants and observers

Area of critical importance Jobs and Skills for youth  
Mutual learning workshop



International  
Labour  
Organization

## What works on employment services for youth and why?

25-26 September 2014, Room: VII (R2 South)

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