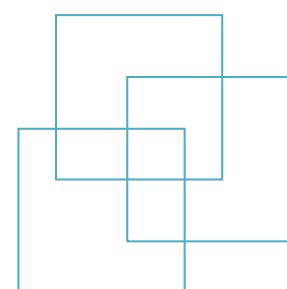
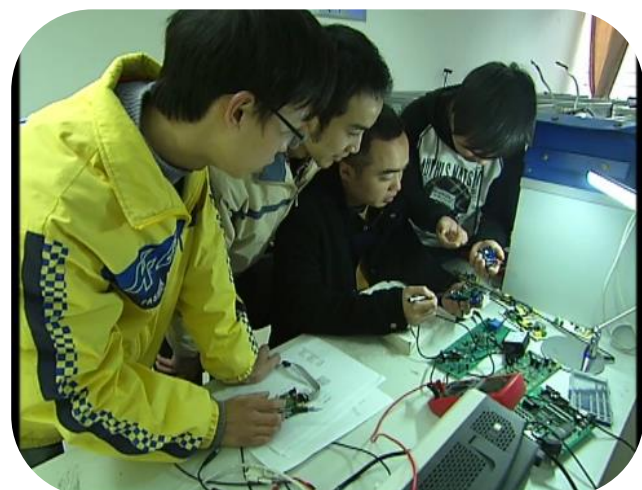




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Comparative Analysis of Policies for Youth Employment in Asia and the Pacific



Comparative Analysis of Policies for Youth Employment in Asia and the Pacific

Report prepared in the framework of the ILO project:
**“Analysis of youth employment policy and
dissemination through global database and
publications”**

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I

Introduction

With the Asia-Pacific region housing more than 750 million young people and having one of the world's highest youth labour force participation rates at 49.0 per cent, it is no surprise that youth employment issues are at the top of the policy agenda.¹ The ILO project “Analysis of youth employment policy and dissemination through global databases and publications (component for Asia and the Pacific)”, funded by the Government of Japan and run through 2013-2014, aims to review youth employment policies, share policy learning and improve formulation and implementation of youth employment policies. As a result, in 2014, policies and legislation affecting youth employment in 11 countries in Asia and the Pacific were analysed through a database called YouthPOL. The countries included: Cambodia, China, Japan, Republic of Korea, Malaysia, Mongolia, Nepal, Philippines, Singapore, Sri Lanka and Vanuatu.

This paper explores the results of the policy analysis. It begins with an overview of the youth employment context and policy challenges in the region, and presents ILO's policy framework for youth employment as laid out in the 2012 resolution, *The youth employment crisis: A call for action*. The paper continues with a short section on research and methodology and an overview of findings by subregion and income level. This is followed by a detailed examination of the different youth employment policy measures in place across five policy areas: macroeconomic and sectoral policy, education and training, labour market policies, enterprise development and rights at work. Next, there is a summary of the features of the policy process, and the paper ends with concluding observations. The analysis given in the paper can hopefully serve as a policy learning exercise, providing tripartite constituents with ideas to promote decent work opportunities for young people.

¹ *Global Employment Trends 2014: The risk of a jobless recovery*, Annex table A9.

The youth employment context and policy framework²

1.1 SOCIO-ECONOMIC CONTEXT

The Asia and the Pacific region (comprised of the three subregions of East Asia, South Asia and South-East Asia and the Pacific) has been an engine of growth over the past decade. Between 2000 and 2013, the emerging and developing economies saw an average growth of 8.1 per cent, and in 2013 contributed more than a quarter to the global GDP.³ Demographically speaking, the region has more than 60 per cent of the world's total population, including over 750 million young people. From 1950 to 2010, the youth population saw a continual increase. This youth bulge lends itself to a window of opportunity to profit from the demographic dividend, where those in the labour force outnumber those outside of the working-age population. Investing in young people's education and skill development are examples of efforts to promote economic and social growth, and benefit most fully from the demographic dividend, as done in China and the Republic of Korea.⁴ In terms of the labour market, the labour force participation rate of adults shows a slight decline of 2.4 per cent between 2000 and 2013, from 73.3 to 70.9 per cent. The labour force participation rate of young people declined more sharply from 56.8 per cent in 2000 to 49.0 per cent in 2013 (a change of 7.8 percentage points), most likely due to an increase in the number of those still in school.

Compared to other regions, Asia and the Pacific fares rather well across several indicators. It has the lowest youth unemployment rate (with an estimated average of 11.1 per cent in 2013), compared to the Middle East (27.2 per cent), developed economies and the European Union (18.3 per cent), Latin America and the Caribbean (13.6 per cent), and sub-Saharan Africa (11.9 per cent). A relatively low unemployment rate, however, can mask those who are in working poverty. This is indeed the case, although with significant subregional variation (to be discussed below). In 2013 the region had 35.2 per cent of the total employed

² Unless otherwise specified, the information that follows is taken from ILO's *Global Employment Trends for Youth 2013: A generation at risk* or *Global Employment Trends 2014: The risk of a jobless recovery*.

³ IMF, World Economic Outlook Database April 2014.

⁴ Statistical yearbook for Asia and the Pacific 2013. A: Demographic Trends. <http://www.unescap.org/sites/default/files/A.1-Population.pdf>

population earning less than US\$2 per day, which was surpassed only by sub-Saharan Africa with 62.8 per cent. Other regions such as the Middle East had 7.4 per cent of their employed in working poverty, and North Africa had 14.2 per cent. It is also estimated that in 2013 the Asia-Pacific region held 1040.6 million people out of the world's 1502.5 million people in vulnerable employment, understood to be own-account workers and unpaid family workers.

A further look into the labour market dynamics of the three subregions can provide a better picture of the particular challenges and opportunities facing the area's 750 million young people. Table 1 provides a summary of several employment indicators, which will be discussed in detail below.

Table 1. Characteristics of Asia-Pacific labour markets by subregion in 2013 (%)*

Indicators	East Asia	South-East Asia and the Pacific	South Asia
Adult labour force participation rate	74.3	76.1	62.3
Youth labour force participation rate	55.1	52.4	39.6
Adult unemployment rate	3.6	2.3	2.5
Youth unemployment rate	10.1	13.0	10.2
Vulnerable employment share	45.8	59.0	76.1
Working poor (\$2 per day), share in total employment	13.5	30.5	61.5
Employment by sector			
Agriculture	31.2	40.3	47.2
Industry	30.2	19.2	22.9
Services	38.6	40.5	29.9

* These are projections and preliminary estimates for 2013.

Source: GET 2014, Annex tables.

The subregion of East Asia includes countries such as China, Japan, the Republic of Korea and Mongolia and, compared to the other subregions, fares best across a wide range of indicators. Despite the effects of the global economic crisis, economic growth over the past 20 years has resulted in improved job quality, with the number of salaried workers nearly doubling to 415 million since 1991, and the number of workers in working poverty declining by 464.5 million. By 2013, that decline resulted in 45.8 per cent of the population living in vulnerable employment and 13.5 per cent living on

less than \$2 a day. Part of this change has been the move away from the agriculture sector – which dominated 47.4 per cent of total employment in 2000 – to the services and industry sectors. In 2013, agriculture represented 31.2 per cent of total employment whereas services employed the largest portion of workers at 38.6 per cent.

Since the global economic crisis, the size of the labour force has grown little. The youth labour force even contracted by 6.3 million youth in 2013. There is little employment growth (the projection for 2013 was 0.7 per cent), which means that the labour market will have difficulty incorporating the young people seeking to enter it. In terms of unemployment, the subregion has a low unemployment rate of 4.5 per cent. When disaggregated by age, youth face a difficult time finding a job. The youth unemployment rate has increased since 2007, and youth are 2.8 times more likely to be unemployed than adults. This touches young men more than young women, with unemployment rates of 11.2 and 7.6 in 2012, respectively.

South-East Asia and the Pacific is comprised of countries such as Australia, Cambodia, Indonesia, Malaysia, Philippines, Samoa and Viet Nam. Economic growth in the subregion overall has declined from 5.7 in 2012 to 4.9 in 2013. Vulnerable employment and working poverty are more prevalent than in East Asia, with 59.0 per cent of workers in vulnerable employment and 30.5 per cent earning less than \$2 per day. Agriculture and services are the main sectors of employment (employing 40.3 and 40.5 per cent of workers, respectively). The larger proportion of workers in agriculture compared to East Asia can help explain the higher proportion of those in vulnerable employment and working poverty.

The subregion has the highest adult labour force participation rate at 76.1 per cent, as well as a significant number of young people in the labour force at 52.4 per cent. The overall unemployment rate has declined over the past few years, including for young people, whereas the youth unemployment rate dropped from 13.9 per cent in 2009 to 13.0 per cent in 2013. Despite this drop, it is the highest youth unemployment rate in the region and is expected to increase over the next few years. Youth are in the most disadvantageous labour market situation compared to adults if one also considers that young people are almost six times more likely to be unemployed than adults.

Along with East Asia, South Asia is one of the most

populous regions of the world, including countries such as Bangladesh, India and Pakistan. While surviving the global financial crisis and experiencing GDP growth rate of 9.5 in 2010, the economy is nevertheless slowing down, with a growth rate of 3.9 in 2013. In 2013 the subregion housed 480.0 million of the world's vulnerable workers – an increase from 411.5 million in 2000 – as well as 387.8 million of the working poor, a decline of 17 per cent since 2000. With the agricultural sector dominating employment (employing 47.2 per cent of workers), informal employment and vulnerable employment are main concerns.

In terms of youth employment, South Asia has the lowest youth labour force participation rate of the Asia-Pacific region at 39.6 per cent. While youth unemployment remains low for the region at 10.2 per cent, this rate hides those who are in vulnerable employment and working poverty. Young people are also four times more likely to be unemployed than adults, with the latter having an unemployment rate of 2.5 per cent. Investing in education for the most part is related to family income levels, but the gain from higher education may mean higher unemployment levels, as is the case in India and Sri Lanka.

1.2 POLICY CHALLENGES

The youth employment challenge is a multifaceted one, impacted by various factors such as economic growth, job creation, education access and quality, poverty levels, migration and more. One challenge that faces economies, particularly in South-East Asia and the Pacific, is how to handle the economic slowdown and their substantial reliance on external markets, while continuing economic development. Along with low economic growth, some countries may experience low employment growth in the future (such as East Asia), which will make it difficult for young people to enter the labour market, and underscores the significance of having training systems providing the skills and training that will be in demand by employers.

Other issues include the prevalence of part-time employment in some countries like the Philippines. In 2012, 33.2 per cent of Filipino youth were in part-time employment, affecting more young men than young women. Involuntary part-time employment is prevalent in Indonesia, touching 18.3 per cent of young men and 14.3 per cent of young women in 2012. Unemployment itself is widespread in some countries more than others, such as in Indonesia where in 2012 the youth unemployment rate was 21.6 per cent compared to 5.5 per cent in Viet Nam⁵.

The structural transformation of economies is advancing at a quicker pace in some countries (particularly in East Asia) compared to others (such as in South Asia). For the former, this means that as countries shift away from agriculture and upgrade their industries, having a strong training system which is capable of creating a workforce that can meet the necessary labour demand is important. Those countries with a slower structural transformation are dominated by own-account workers or unpaid family workers (those in vulnerable employment), and remain heavily reliant on agriculture. The large proportion of those engaged in vulnerable employment can lead to decent work deficits.

Improving the quality and access to education is another policy challenge. In a recent ILO report, lack of financial means was the top reason cited by young people for not attending school or for dropping out of school.⁶ Continuing one's education can lead to better employment outcomes and can ease the transition from school to work. For example, youth unemployment is the lowest in several East Asian countries among those youth with tertiary education. For youth populations with greatly varying educational attainments, contending with the gap between different

⁵ APYouthNet Country Profiles: Indonesia and Viet Nam 2014.

⁶ Elder, 2014. "Labour market transitions of young women and men in Asia and the Pacific".

education levels and unemployment rates is also to be dealt with. The case of the Republic of Korea provides an example where the unemployment rate of those with secondary and post-secondary non-tertiary education was lowered to 3.5 per cent, which was close to that of those with lower education and tertiary education (at 3.1 and 3.3 per cent respectively). In addition to these considerations, young people who are neither in employment nor in education (NEETs) have become a policy concern. This is particularly the case in South Asia and in other countries such as Japan, often with significant gender-based differences. For example, young women are more likely to be not in education, employment or training (NEETs) than young men in Bangladesh where, for example, there is a gender gap of 32.7 percentage points.⁷ Looking at reasons behind inactivity and gender-based differences is something to keep in mind for policy-makers.

Both internal and external migration are phenomena affecting the employment landscape in the region. For example, urbanization policies in countries like China mean that incorporating young migrants and rural workers and providing them with the necessary skills will be vital to ensure quality and decent employment. Regarding external migration, the future ASEAN Economic Community 2015 and the free movement of labour will lead to new dynamics across the region that will affect youth. Such developments highlight the importance of policies on skills recognition and the effective gathering of labour market information.

⁷ Toufique, 2014. "Labour market transitions of young women and men in Bangladesh". Note this data is for youth aged 15-29.

1.3 YOUTH EMPLOYMENT POLICY FRAMEWORK

The 2012 International Labour Conference (ILC) resolution, *The youth employment crisis: A call for action*, presents a policy framework for youth employment. It provides guiding principles and ways forward across several policy areas to address the different dimensions of the youth employment crisis.⁸ The guiding principles include elements such as developing multi-pronged, coherent and context-specific policies; aiming for full employment as an objective of macroeconomic policies; seeking effective policy coherence; promoting the involvement of social partners in policy development; respecting the rights of young workers and being gender-sensitive; pursuing effective monitoring and evaluation and reporting of policies and programmes; and listening to the voices of youth and engaging their creativity. The *Conclusions* also specify “ways forward” to Governments and social partners across five policy areas, provided below in Figure 1.1. Reference to the content of the suggested “ways forward” across the five policy areas will be made during the rest of the paper.

Figure 1.1. Five policy areas in the ILO youth employment policy framework



⁸ The details given in this section and Figure 1.1 regarding the guiding principles and ways forward are not an exhaustive account of the content in the *Conclusions*. For a comprehensive reading, please consult the document itself.

Given the labour market dynamics in the region and the policy challenges mentioned in sections 1.1 and 1.2, information on interesting policy measures tackling the dimensions of the youth employment challenge can be valuable to identify the best policy options and learn from other countries' experience. Access to such information would help design policy responses, keeping in mind that there is no "one-size fits all" approach. From the above discussion, policy measures in place in the following areas would be of particular interest:

- Promoting labour demand
- Active labour market policies
- Enterprise development (particularly promoting decent employment)
- Minimum wage and working conditions
- Education and training systems
- Scholarships
- Skills recognition
- Measures targeting vulnerable groups, particularly in agriculture
- Measures addressing the gender dimension where relevant

Through the support of the ILO project "Analysis of youth employment policy and dissemination through global database and publications (component for Asia and the Pacific)", youth employment policies and legislation in 11 countries have been collected, analysed and disseminated through the youth employment policy database, YouthPOL. The countries span different subregions and have varying levels of economic development and include: Cambodia, China, Japan, Republic of Korea, Malaysia, Mongolia, Nepal, Philippines, Singapore, Sri Lanka and Vanuatu.⁹ The current comparative analysis will provide a synthesis of this information, thus providing different stakeholders insights into possible measures for their own national context.

⁹ Countries are classified according to the World Bank classification: high-income countries – Japan, Republic of Korea and Singapore; middle-income countries – China, Malaysia, Mongolia, Philippines, Sri Lanka and Vanuatu; low-income countries– Cambodia and Nepal.

<http://data.worldbank.org/about/country-and-lending-groups>.

Subregional groupings are as follows (following ILO's 2014 *Global Employment Trends* Annex 6): East Asia: China, Korea (Rep. of), Mongolia and Japan; South East Asia and the Pacific: Cambodia, Malaysia, Philippines, Singapore and Vanuatu; South Asia: Nepal and Sri Lanka.

YouthPOL¹⁰ is a database on youth employment policies housed by the ILO Youth Employment Programme in Geneva. It captures information on youth employment stemming from national policies, policy frameworks and legislation that are in force. While other databases have focused on youth employment projects and programmes (such as the *Youth Employment Inventory*), there has not been a venture to collect and systematically analyse policies and legislation affecting youth employment. The database covers six types of policy areas that can affect youth employment directly and indirectly: macroeconomic and sectoral policy, enterprise development, education and training, labour demand, labour law and legislation, and labour market policies (the full policy area breakdown is found in Annex I).¹¹ In addition, the database captures further information on the policy process, target groups (students, urban/rural, etc.), budgetary allocations, indicators, targets and implementation provisions.

It is important to keep in mind what YouthPOL is and is not, and what it can and cannot provide. The information found in YouthPOL stems strictly from the policy document itself, and therefore will not include additional knowledge from outside the document. For example, the implementing actor of a policy provision may not be mentioned in the policy document itself, but may be accessible via the Ministry's website. The inclusion of information only coming from the policy document itself ensures consistent comparison across different countries. Furthermore, it is important not to draw a *misleading connection* between the number of policy documents per country and the country's engagement with youth employment issues. One policy document may encompass several policy provisions, while several policy documents may only have one or two provisions. Moreover, every country's policy landscape varies according to the nature of its youth employment challenge, and the absence of

¹⁰ The YouthPOL infrastructure was developed as part of the global project Work4Youth - a partnership between ILO and The MasterCard Foundation.

¹¹ In this paper, the category "rights at work" is the same as YouthPOL's "labour law and legislation" category. In addition, reference in the paper to macroeconomic and sectoral policy combines YouthPOL's two policy categories of macroeconomic and sectoral policy with labour demand policies.

measures in a policy area may also mean that there is not a need to specifically target youth.

The database does not evaluate or judge the appropriateness of a policy, how the policy provisions were implemented or whether they were effective. What *can* be found in this analysis are the provisions in place in different countries and the way different policy documents encompass the various policy areas affecting youth employment. What are the different measures put in place to help unemployed graduates find employment? What business support measures are available to young entrepreneurs? How are employers incentivised to hire youth? What are the budgetary allocations for such provisions and policies, and which ministries are usually in charge of their implementation? This form of “policy-light” analysis can pave the way for more in-depth policy reviews, which can look at policy implementation and effectiveness.

In terms of data collection, the information available in the database is collected through a questionnaire specifically designed to capture the key features of policies and legislation. The unit of analysis for the database is the policy document. The work is conducted by the Youth Employment Programme in collaboration with national consultants. After data collection started in early 2013, the database came to include more than 40 countries and over 250 policy documents.

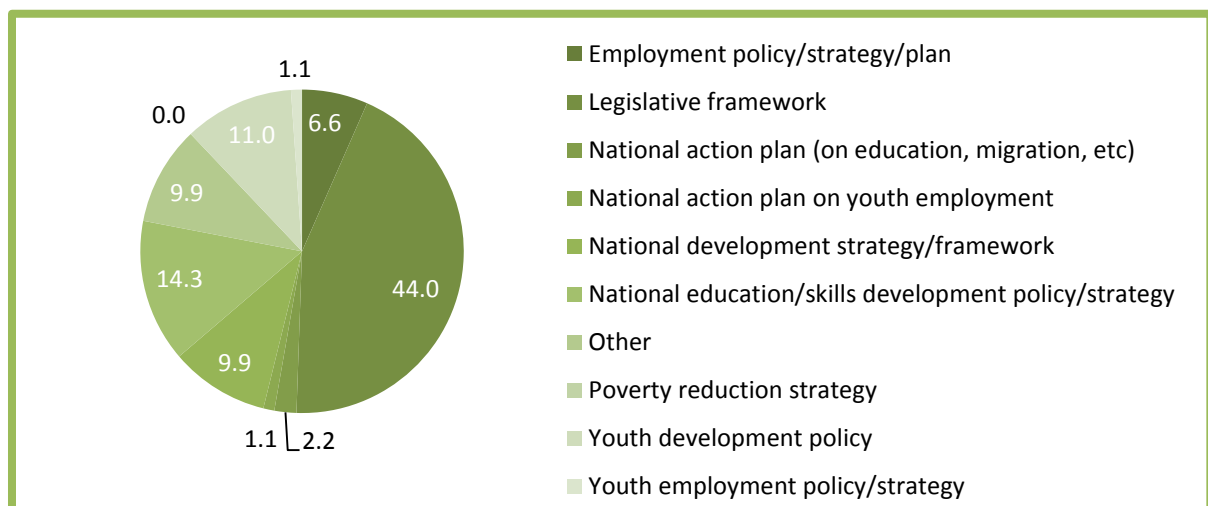
3

Youth employment policy provisions

3.1 OVERVIEW

Of the eleven countries covered, 91 policy documents were analysed (for the complete list, see Annex II). This means that there were 91 pieces of policy and legislation that encompassed policy provisions targeting youth directly, or that included policy measures that would disproportionately affect youth (such as provisions on fixed-term contracts or national qualification frameworks). The largest portion of the documents consists of legislative frameworks (44 per cent, or 40 documents), followed by national education/skills development policies (14.3 per cent). A roughly equal number of documents consisted of youth development policies, national development strategies, or “other”. Figure 3.1 shows the exact breakdown.

Figure 3.1 Types of documents analysed in YouthPOL in Asia and the Pacific (%)



Source: YouthPOL 2014.

When looking at the types of youth employment policy provisions within the documents, the largest portion of national documents include measures on education and training (addressed in 78 documents, or 86 per cent of all documents), followed by labour market policy (found in 55 per cent of documents). Rights at work and macroeconomic and sectoral policy are less widespread, at 26 per cent and 32 per cent of documents, respectively. Similarly, when looking at the main youth employment challenges addressed by the document, supply-side challenges are most cited (relevance of education, whether technical/vocational or general, was addressed in 66 and 28 documents, respectively). Other challenges addressed include matching labour supply and demand, having updated labour market information, social inclusion, conditions of work, labour demand and financial capital.

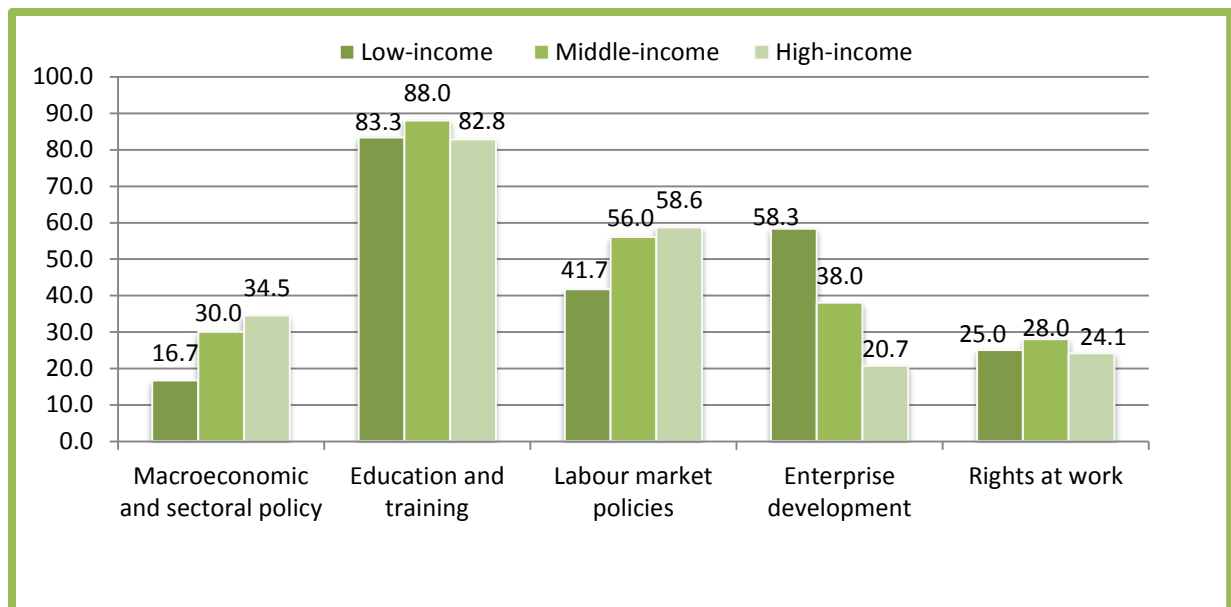
A more detailed examination across subregions and income categories of the portion of documents addressing different policy areas highlights interesting differences (see Figures 3.2 and 3.3). Beginning with macroeconomic and sectoral policy, these measures are most common in high-income countries (34.5 per cent of their policy documents) and in South Asia (50.0 per cent of the region's policy documents). A closer look shows that high income economies have focused on fiscal policy (particularly to boost labour demand), while the South Asian countries' measures (notably Nepal and Sri Lanka) touch sectoral policy. The next policy area, education and training, is the most represented policy area across countries of all income levels and subregions. The largest difference occurs between East Asia (92.5 per cent of policy documents) and South East Asia and the Pacific (76.9 per cent), but nevertheless the emphasis across all countries is evident.

Moving to labour market policies, contrasts emerge. Middle-income and high-income countries have a larger portion of policy documents addressing this policy area (averaging 57.3 per cent of documents) than low-income countries (41.7 per cent), as do East Asia and South Asia (56.3 per cent) compared to South East Asia and the Pacific (38.5 per cent). A closer look at the policy provisions shows that an emphasis on active labour market policies is more prominent in high-income and middle-income economies, as well as in East Asia. In addition, other types of labour market policies (such as income and social protection, wage policy, etc.) are evenly found in documents across the different subregions. A comparison by income level shows that these policies are

more present in middle income countries, where youth are targeted more explicitly in policy measures.

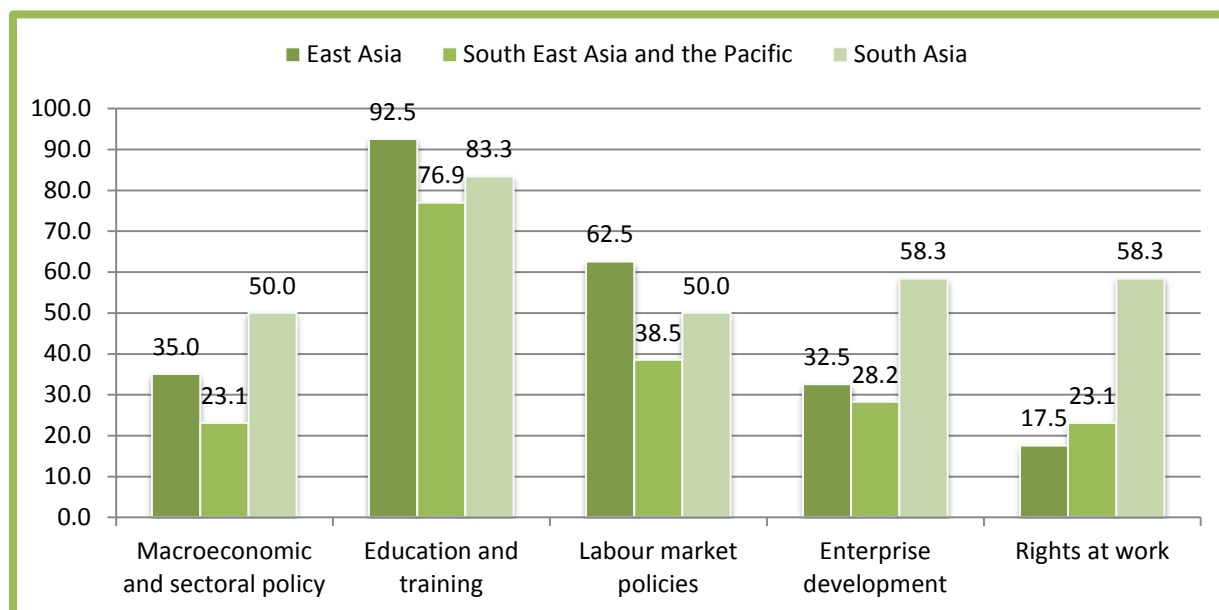
There was a significant difference found between countries' income levels as well as subregions in terms of enterprise development. Approximately 58 per cent of policy documents dealt with enterprise development measures targeting youth in low-income countries, compared to 38.0 and 20.7 per cent in middle-income and high-income economies. Similarly, the two South Asian countries of Nepal and Sri Lanka had 58 per cent of documents dealing with enterprise development, in comparison to about 30 per cent of the other regions. Finally, regarding rights at work, differences are not found across countries' level of income, but rather across subregions. Further examination shows Nepal and Sri Lanka have put relatively equal emphasis on youth employment contracts and on occupational safety and health and anti-discrimination measures, whereas other countries in South East Asia and the Pacific have placed more emphasis on measures regarding youth employment contracts (regulating recruitment, probation, etc.) than other subregions.

Figure 3.2 Portion of documents addressing different policy areas by level of income (%)



Source: YouthPOL 2014.

Figure 3.3 Portion of documents addressing different policy areas by subregion (%)



Source: YouthPol 2014.

Complementing the above analysis are the findings related to the question “What are the main youth-related employment challenges addressed by law or policy?”, summarized in Table 3.1. For all countries, the quality and relevance of education was the key challenge mentioned. Differences come in when one looks at addressing technical and vocational education and training (TVET) compared to general education. Low- and middle-income countries rank very high in addressing TVET quality (75 per cent and 80 per cent of policy documents address this, respectively), whereas the quality of general education is most mentioned in low-income countries (58.3 per cent). The extent of the challenge declines as income level increases. Challenges related to labour market policies (such as collection of labour market information, matching supply and demand, boosting labour demand) are addressed more in middle- and high-income economies, as well as across East Asia. Low-income economies and South Asian countries are more likely to mention financial capital as a challenge, which ties in with their emphasis on enterprise development mentioned earlier. Finally, conditions of work and discrimination are youth employment challenges most cited in middle-income countries (42.0 per cent and 14.0 per cent of policy documents), as well as those in South Asia (50.0 per cent and 16.7 per cent).

Table 3.1 Youth employment challenges addressed in policy document by subregion and level of income (%)

Youth employment challenge addressed in policy document	Subregion			Level of income		
	East Asia	South East Asia and the Pacific	South Asia	Low-income	Middle-income	High-income
Financial capital	7.5	7.7	33.3	16.7	12.0	6.9
Reliable and updated labour market information	32.5	17.9	16.7	8.3	26.0	27.6
Relevance and quality of technical/vocational education	77.5	69.2	66.7	75.0	80.0	58.6
The school-to-work transition	25.0	15.4	25.0	16.7	16.0	31.0
Labour demand	30.0	12.8	8.3	0.0	20.0	27.6
Relevance and quality of general education	20.0	38.5	41.7	58.3	36.0	10.3
Other	12.5	5.1	50.0	33.3	8.0	17.2
Conditions of work	32.5	35.9	50.0	16.7	42.0	34.5
Discrimination	5.0	10.3	16.7	0.0	14.0	3.4
Match of labour demand and supply	37.5	25.6	33.3	8.3	34.0	37.9
Social inclusion	15.0	5.1	41.7	16.7	14.0	13.8

Source: YouthPOL 2014.

This overview shows, therefore, that there is great emphasis on supply side measures, particularly through education and training. Technical education and training is a common regional priority, and can serve to address several of the policy challenges mentioned in section 1.2, touching on skills recognition and vocational training. In addition, low-income countries place additional emphasis on general education. Demand-side measures are less common, although youth employment challenges cited by policy documents shift towards labour demand and labour market interventions (active or passive) as the income category of the country

increases. This is complemented by more measures concerning fiscal policy and labour market policy (particularly active labour market policies) found in middle-income and high-income countries, and East Asia.

The following sections will examine the policy provisions in closer detail in place across the different policy areas, starting with macroeconomic and sectoral policy, followed by education and training, labour market policies, enterprise development and rights at work. A breakdown of the policy areas by country is found in Annex III.

3.2 MACROECONOMIC AND SECTORAL POLICY

The general assumption underlying the current macroeconomic policy framework is that macroeconomic policy should focus on economic growth through macroeconomic stabilization and market liberalization. Employment growth as an objective of macroeconomic policy is secondary. However, ILO emphasizes the need for employment creation to be a co-objective of macroeconomic policy. With the employment difficulties facing youth in particular, youth stand to benefit from favourable policies.¹² The 2012 ILC resolution emphasize fiscally sustainable targeted interventions for young people that boost aggregate demand and promote industrial and sectoral policies that enable structural transformation.

Within the measures found on sectoral policy targeting youth, **promotion of the agricultural sector is most commonly found**, since this sector is dominant in both South Asia and South-East Asia and the Pacific. Malaysia, Nepal, the Philippines, Sri Lanka and Vanuatu have several policy provisions related to promoting agriculture among youth, such as through the provision of seeds and loans¹³ and specialized training programmes. For example, Sri Lanka's *National Human Resources and Employment Policy 2012* promotes plantation companies and the mechanization and modernization of agricultural jobs to make them more attractive to youth. Youth will also receive vocational training, and the *Policy* highlights the importance of investing in entrepreneurial skills in farm households, particularly among rural women and youth. Other priority sectors mentioned across countries are information and communication technology, fisheries, and the modern service and hospitality/tourism industries.

In terms of fiscal policy, the policies analysed in YouthPOL encompass fiscal measures to boost labour demand for young people as well as measures to create a supportive fiscal environment for the self-employed youth. For the latter, China offers interesting examples of fiscal measures for young, self-employed graduates. For example, in China businesses with a certain ratio of newly recruited unemployed graduates can apply for loans of up to 2 million RMB and receive a fiscal discount. There are also favourable tax reductions for new graduates engaged in self-employment for the first three years. They receive discounts on business tax, city maintenance and construction tax, educational surcharge and income tax, limited to 8,000 RMB yearly.¹⁴ Regarding fiscal measures to boost labour demand, different incentives to encourage employers to hire young

¹² ILO, 2012. *The youth employment crisis: Time for action*; Section 2.2.1.

¹³ Nepal, *National Youth Policy 2010*, p.

14.

people include wage subsidies, subsidizing work-place training of newly hired youth, tax rebates and the waiver of social security contributions. These interventions can improve the employment of young people, particularly since young workers are generally the “last hired, first fired” as labour markets tighten and the economy slows down. These measures can also be a way to target subsections of the youth population such as unemployed graduates or others. For example, Mongolia provides a wage subsidy to employers who recruited a young person from an orphanage (above the age of 16) for a period of one year, and also reimburses the training cost of the newly hired youth.¹⁵ Other examples of wage subsidies are found in the Republic of Korea and Japan. The Republic of Korea provides wage subsidies to small and medium enterprises who hire unemployed youth between the ages of 15-29, and also provides KRW 800,000 to social enterprises which hire unemployed youth.¹⁶ Japan’s *Guidelines for Employers’ Appropriate Actions Regarding Ensuring Employment Opportunities for Young People* encourages the use of wage subsidy programmes such as “Trial Employment”, which offers employers 40,000 yen per month if a young person is hired for three months and for at least 30 hours per week.

Hiring young people to work often includes investing time and resources in training them. Through the Republic of Korea’s *Special Act on Youth Employment Promotion*, the Government subsidizes the cost of training that small and medium enterprises would have to undertake for unemployed youth, and will also cover other expenses which come from hiring them. This is similar to Mongolia’s reimbursement of the training cost of young workers coming from orphanages, as discussed above. In addition, the Republic of Korea’s *Special Act* will subsidize expenses if a small or medium enterprise which had formerly engaged foreign workers replaces the foreign worker with a young unemployed person or additionally recruits an unemployed youth. Tax rebates are another way to encourage enterprises to employ young people. In China, small enterprises which recruit a certain number of young people are given discounted loans. Furthermore, if young unemployed graduates make up a certain proportion of newly hired recruits, small enterprises can receive loans of up to 2 million RMB at a discounted interest rate.¹⁷ Finally, regarding the waiver of social security contributions, very few provisions were present save China’s *Employment Promotion Plan*, according to which the Government will provide social insurance subsidies to those businesses which employ college graduates who have difficulty finding a job.

¹⁴ China, *Employment Promotion Plan, Notice on Further Strengthening the Work of University Graduates’ Employment 2011*.

¹⁵ Mongolia, *Law of Mongolia on Employment Promotion 2011*.

¹⁶ Republic of Korea, *Special Act for Human Resources of Small and Medium Enterprises 2003, consolidated 2013, Comprehensive Measures for Youth Employment 2013*.

3.3 INVESTING IN EDUCATION AND TRAINING

The *Call for Action* highlights several elements that should be taken into consideration to address the link between employability and education through training and skills development. Providing free basic education, second chance initiatives and supporting potential early school leavers to stay in school are ways to ensure vulnerable youth will have basic numeracy and verbal skills. Another recommendation involves improving the link between education, training and the labour market, through social dialogue. The link can also be strengthened by including career guidance and job-search techniques in the school curricula to equip young students with the knowledge they need to decide on their futures. Regarding qualifications and work experience, Governments should consider standardizing qualifications and linking them to the needs of the labour market. Apprenticeships can be improved, work experience schemes promoted (such as internships), and work-based learning provided for young people. Such TVET elements can be regulated and monitored, for example through certification. Recognition can also be given for skills learned on the job, or for non-formal education.

Within the YouthPOL analysis, policy measures touching education and training were the most common type of measure, addressed in 78 out of 91 documents, and improving the relevance and quality of technical/vocational education was the youth employment challenge identified by the largest number of policy documents. This priority is addressed in documents such as education strategies, youth development policies, legislation (particularly to establish the TVET institutional structure), human resource development strategies, as well as employment strategies and national development frameworks.

¹⁷ China, *Employment Promotion Plan, Notice on Further Strengthening the Work of University Graduates' Employment 2011*.

3.3.1 Making technical vocational education and training (TVET) relevant and inclusive

Improving the quality and relevance of youth's skills for the labour market is key to creating a strong link between labour supply and demand and can smooth young people's transition from school to work. A tool that can be used to understand the skills needed by employers is also the Labour Demand Enterprise Survey, discussed in Box 1, which has been conducted in several countries such as Benin, Liberia, Nepal, Viet Nam and Zambia.

Box 1. Labour Demand Enterprise Survey (LDES)

The LDES complements the information gathered about the supply side of the labour market, with the latter usually collected through surveys such as the School-to-Work Transition Survey or Labour Force Survey. The LDES provides information about the characteristics of enterprises, employers' recruitment methods and preferences, provision of education and training, assessment of future labour demand and perception of the capabilities of young applicants.

Nepal ran the LDES in 2013. Results show that when assessing the aptitude of young employees, the top skills rated by employers as "excellent" and "good" were discipline, job-appropriate skills and technical knowledge, appreciated by 68.5 per cent, 57.0 per cent and 43.2 per cent of employers, respectively. Employers were most disappointed with writing and educational training, with 35.7 and 34.7 per cent, respectively, evaluating these skills as "poor" or "very poor". The vacancies that were perceived to be the most likely to increase over the next two to three years were in manufacturing: precision workers in metal and related materials (chosen by 13.1 per cent of employers) and manufacturing workers (11.5 per cent). The focus on manufacturing is understandable, given that 72.8 per cent of enterprises are in this sector. Regarding recruitment, for production and elementary occupations, employers rated previous work experience as the most important skill (66.5 per cent). For managerial/professional occupations, work experience and education/training were the most important, gathering 38.4 per cent and 46.1 per cent, respectively. On-the-job training was only provided by about one-fifth of enterprises, at about 18 per cent.

These findings can help provide a baseline for discussion between vocational training providers and employers in order to provide youth with the relevant knowledge, skills and work experience to become attractive hiring candidates.

Source: Serrière, 2014. "Labour market transitions of young women and men in Nepal", section 5.

One common intervention identified in several countries was to reform the vocational curricula to match the needs of the labour market, particularly in consultation with industry. For example, Malaysia's *Education Blueprint 2013-2025* calls for the creation of a National Council for Vocational Education and Training (MPPVLN) which will provide industry the opportunity to contribute to the formation of vocational education curricula and to validate skills acquisition. The composition of the council will include industry, vocational education providers and other relevant government agencies (such as the Ministry of Human Resources). The agenda of the councils will be led by industry. Wave 2 of the *Blueprint*, from 2016-2020, will see the strengthening of collaboration between the Ministry of Education and industry in the development of curricula as well as for on-the-job training for students. In addition, these industry councils will play a key role in identifying the necessary skills and competencies for different vocational occupations. (pp. 7-11 – 7-13). What is interesting in the case of Malaysia is that there are several different policy documents which mention these provisions, thus highlighting coordination between different ministries to promote a united policy agenda.

Given the predominance of vulnerable employment and working poverty in many countries in the region, vocational education can be a way to equip, and often rehabilitate, vulnerable groups – such as dropouts, rural youth, minorities, youth with disabilities and young women – with core skills to enter the labour market. For example, Cambodia’s *National Policy on Cambodian Youth Development* and Nepal’s *National Youth Policy 2010* encourages the access of youth with disabilities to education and training. *The National Programme on the Promotion of Youth Development* in Mongolia encourages trainings for young dropouts and youth in rural areas, and targets young herders in its vocational policy provisions. Non-formal training is provided for Mongolian youth who are illiterate, and is also promoted for youth in Vanuatu. A collection of measures is presented below in Table 3.2.

Table 3.2 Measures for promoting inclusion of vulnerable groups in training and education*

Country	Policy document	Measure
Cambodia	National Policy on Cambodian Youth Development	Promote and encourage young people's access to appropriate education and vocational training, particularly those with limited opportunity and the vulnerable, including youth with a disability.
China	The Twelfth Five-Year Plan for National System of Basic Public Services	The government shall lead qualified retired soldiers to participate in vocational education and skills training free of charge (many retired soldiers are young people).
China	National Outline for Medium and Long-Term Educational Reform and Development	Vocational education development shall be sped up to meet the needs of rural areas. Schools will support the training of new types of farmers who are educated, skilled and can operate a business.
Mongolia	National Programme on Promotion of Youth Development	To enhance distance, non-formal and skill trainings that are appropriate for adolescents and youth who dropped out of school or who are in rural areas.
Nepal	Labour and Employment Policy	Priority will be accorded to those activities that enhance the access of groups with specific needs such as youth, dalits, poor, women, indigenous peoples and the displaced to skill development and vocational training programmes that develop necessary skills and capacities, and that provide employment.
Sri Lanka	National Youth Policy	Strengthen non-formal educational activities in communities for out of school youth, especially school dropouts and provide alternative training options of quality and support for continuing education.
Sri Lanka	National Action Plan for Youth Employment	Promote training employment of youth in conflict areas by designing a programme to facilitate reintegration of conflict-affected youth – ex-combatants, army deserters, the disabled, young widows, the displaced, etc. into the employment sector through training and assistance to establish alternative livelihoods.
Vanuatu	Vanuatu National Youth Development Policy 2012-2022 and Strategic Plan of Action 2012-2015	To facilitate the re-entry of out-of-school youth (i.e. push outs) into some form of non-formal training; To provide vocational training for physically and mentally challenged.

*This is a sample of measures. The list of documents with policy measures for technical vocational education and training is provided in Table A.1 of Annex IV.

Source: YouthPOL 2014.

3.3.2 Apprenticeships and work experience

In TVET systems, apprenticeships and work-experience schemes are main ways to provide practical and hands-on skills, and their improvement is a policy priority in the *Call for Action*. Countries with advanced TVET systems, such as Germany and Switzerland, incorporate a dual-learning approach which includes vocational training in the classroom with training in an enterprise through an apprenticeship. **In the policy documents found in Asia and the Pacific, apprenticeship schemes are sought to be improved or brought into place** (such as Vanuatu's provision to introduce a National Open Apprenticeship Scheme¹⁸). *The Philippines Labour and Employment Plan 2011-2016* as well as its *National Technical Education and Skills Development Act 2011-2016* call for the strengthening and promotion of the dual training system and apprenticeships and for an Enterprise-Based Training Act to integrate the different types of enterprise-based training. Finally, apprenticeships can serve as a way to stimulate a particular sector, where for example in Malaysia, rural youth become apprentices in rural businesses so they can gain knowledge about business management and marketing.¹⁹

Governments are putting in place creative measures to provide their young people with work experience. Internships are one common way for young people to gain work experience. In countries such as Japan, the Republic of Korea and the Philippines, internships can be for those who are still in school and students can acquire course credit.²⁰ There are also policy provisions in place to expand internships for unemployed graduates in Malaysia (*Tenth Malaysia Plan 2011-2015*), as well as for college graduates as found in China's *Employment Promotion Plan*, where local governments will match the needs of local industries with college graduates. Moreover, vulnerable groups can benefit from internship opportunities as they try to enter the labour market. Indigenous people and youth from low-earning households are targeted in Malaysia's *New Economic Model*, and the Philippines has created a Government Internship Programme for youth who are out-of-school and for youth with special needs.²¹

Governments have put in place other innovative measures to support work experience for their youth. Work experience can start already in high school. For example, Sri Lanka's *National Action Plan for Youth Employment* includes a policy measure to promote work experience for

¹⁸ Vanuatu, *National Youth Development Policy 2012-2022*, p. 24.

¹⁹ Malaysia, *Tenth Malaysia Plan 2011-2015*, p.155.

²⁰ See Japan's *Youth Independence Challenge Plan*, Korea's *Special Act for Human Resources of Small and Medium Enterprises*, and the *Special Programme for Employment of Students Act* from the Philippines.

²¹ Philippines, *Labour and Employment Plan 2011-2016*, p. 44.

secondary school students, which can be part-time in nature and take place in public sector offices or in private companies. The document also encourages youth to take advantage of their “gap” periods after exams (“O” levels or “A” levels) to gain work experience. Vanuatu’s *National Youth Development Policy* seeks to create and to fund a Student Industrial Attachment Programme which will serve as an industrial work experience scheme. Creating a link between study and work is also addressed in the Republic of Korea, where in 2013, a Work-Study Dual system was introduced in 1,000 enterprises and aims to reach 10,000 enterprises by 2017. This will be followed by the Act of Supporting Work and Study²².

3.3.3 Scholarships and other incentives

Improving the provision and relevance of technical and vocational skills often needs to be complemented by enabling *access* to education, including to general education. Continuing education past the primary level may not be a realistic possibility for young people from poor households nor for young girls. The *Call for Action* recommends broader social protection strategies which would allow poor households to educate their children without financial risks. In addition to enabling young people to reach a certain level of education, scholarships or other incentives can provide young people the motivation to continue to a higher level of education than expected. Within the countries sampled, scholarship provisions were in place regardless of the level of economic development. Table 3.3 provides detailed information from a selection of policy provisions.

²² Korea, *Comprehensive Measures for Youth Employment* 2013.

Table 3.3 Selection of measures providing scholarships and other incentives to access education and training

Country	Policy document	Measure
Cambodia	Education Strategic Plan	Increasing enrolment in secondary education especially for female students and marginalized groups through providing scholarships and nutrition for students from poor families (p.31); Preparing a national policy on scholarships, subsidies and loans at higher education institutions; Increasing scholarships and opportunities for poor and merit-based students by expanding and fully funding a scholarship programme through an increase in government budget and nongovernment budget (p.35). A portion of the \$996 million budget will be allocated to scholarships in secondary schools, and a portion of the \$359 million will be allocated for scholarships in higher education. .
China	The Twelfth Five-Year Plan for a National System of Basic Public Services	The provision of “Secondary Vocational Education State Scholarships” to rural students and students from urban families in economic difficulties. The target population coverage shall reach 100%.
China	Outline of National Medium and Long-Term Talents Development Programme	The Government shall gradually implement the system of free secondary vocational education and a student allowance; the Government shall provide compensation for tuition fees and provide student loans.
Korea (Republic of)	Act of Fostering and Supporting Women Scientists and Technicians	The State and local governments may select excellent female students attending science and technology universities and provide them with scholarships or research subsidies, or have them participate in the research and development projects implemented by the State or local governments.
Malaysia	Malaysia Education Blueprint	The Ministry will explore the viability of providing more incentives to encourage upper secondary students to enroll in the Science stream. This includes a tax relief for parents with children in the Science stream and an increase in the monthly scholarship amount for students in the Science stream.
Mongolia	State Policy on Herders and Action Plan	To support provision of a dormitory for herders’ children to obtain general education and to study in a vocational training and production centre.
Philippines	The Philippines Labour and Employment Plan	To expand coverage of technical vocational training and scholarships especially through the training voucher system particularly on skills and occupations required by identified growth areas; To improve access to Technical Education Skills Development Authority for quality training for vulnerable groups by providing free access, ensuring adequate and timely release of training funds and increasing subsidies for vulnerable groups, including youth.

Vanuatu	National Youth Development Policy and Strategic Plan of Action	To provide disability related facilities and scholarships for education and vocational training; To provide packages of financial and/or material assistance for female youth who have undergone training and have acquired skills for self- and sustainable employment.
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*This is just a selection of measures, chosen to show the variability of different types of scholarship provisions. The list of documents with policy measures for scholarships and other incentives is provided in Table A.2 of Annex IV.
Source: YouthPOL 2014.

3.3.4 National Qualification Frameworks and skills recognition

With the different vocational training opportunities available and promoted in the 11 countries, along with the impending ASEAN Economic Community in 2015, an examination of the provisions in place regarding qualifications frameworks and occupational standards is particularly relevant. Of the countries analysed, the Republic of Korea, Malaysia and Sri Lanka had a National Qualification Framework (NQF), while Mongolia, the Philippines and Vanuatu had provisions which sought to establish an NQF in the future (Vanuatu has a National Vocational TVET Qualifications Framework and has a policy provision to formulate a National Qualification Framework). In addition to NQFs, there are several provisions – often as pieces of legislation – which put in place the necessary institutions (such as Malaysia’s National Skills Development Council or Mongolia’s National Council for Vocational Education and Training) to provide skills accreditation, lay out the requirements to become an accredited training provider, assess occupational standards, and provide quality assurance. For example, China’s *Twelfth Five-Year Plan of Ministry of Human Resources and Social Security* includes a measure supporting the establishment of vocational skill appraisal institutions and updated vocational skill standards.

The recognition of the skills and education gained through non-formal channels or abroad is a way to recognize competencies gained through other fora than education institutions. For example, the Republic of Korea’s *Lifelong Education Promotion Strategy* includes a measure to encourage educational institutions to acknowledge training and work experience as credits in a subject within the National Qualification Framework. Regarding the recognition of skills gained abroad – whether through employment or education – Mongolia’s *Law on Employment Promotion* provides for the assessment and certification of the skills acquired. Sri Lanka’s

National Human Resource Policy acknowledges the importance of recognising the skills learned by migrants who have returned home and the *Policy* calls for the development of a formal recognition of those skills. Finally, Malaysia's *Qualification Act* provides for a Qualifications Agency which can grant accreditation to foreign programmes and qualifications.

3.3.5 Career education and career guidance

Given the discussion above about vocational education, work experience, and qualification recognition, the question arises of how to guide a young person to their choice of occupation in the first place. One part of the answer is having up-to-date information about the needs in the labour market (where the LDES could be a useful tool, along with ensured collaboration between industry and vocational education training providers in the design of curricula). In addition to this, there is also an important role to be given to the provision of career education and career guidance in schools. **Of the countries sampled, the vast majority had detailed provisions related to the improvement of career education for their young students.** Table 3.4 provides examples of some of the measures found in the region.

Table 3.4 Measures on career education and career guidance*

Country	Policy document	Measure
Cambodia	Education Strategic Plan	Prepare a regulation and mechanism on career counseling at schools in 2015; Provide career counseling for secondary students; Develop modules and train teachers who are career counselors in secondary schools; Provide an operational budget and monitor and evaluate the career counseling in secondary schools.
China	The Twelfth Five-Year Plan for National System of Basic Public Services	The government shall strengthen the construction of a “double mentor system”.
Japan	Basic Policies for Employment Measures	To raise young people’s awareness towards career options from the early stages of schooling; Implement career education at elementary schools according to the pupils’ development stages, and invite guest speakers from companies to junior high and high schools.
Japan	Vision for Children and Young People	1. In order for children and young people to cultivate a view on a career and work and to acquire the skills necessary for vocational independence, and in order for them to learn about the importance for both men and women of achieving economic independence, in coordination and cooperation with companies and others, career education and vocational education will be systematically enriched at each level of schooling. 2. Senior high school job supporters will be assigned to Public Employment Security Office, and in cooperation with schools, support will be provided to students for finding appropriate employment smoothly. 3. Support will be provided for university and other tertiary students, including various seminars to help students make appropriate occupational choices, the provision of information via “university graduate job supporters,” and fine-tuned vocational counseling and job referrals for individual students.
Korea (Republic of)	Framework Act on Employment Policy	The State shall provide information, guidance and counseling on development of vocational abilities and may subsidize necessary expenses. The State shall provide guidance and advice to students, etc., in all levels of schools under the Elementary and Secondary Education Act and the Higher Education Act in choosing a job in the future. The State shall also provide them with information on occupations to help each of them to find a job suitable for his/her aptitude and abilities, give them opportunities to receive vocational guidance, such as vocational aptitude test, etc., and provide them with other necessary support.
Korea (Republic of)	Comprehensive Measures for Youth Employment	The Government operates a 1-2 day career camp for more than 300,000 students, and a job experience programme for more than 350,000 high school students in 2014 to help them plan their careers ahead. The Government also aims to strengthen the capabilities of high school career guidance practitioners in order to improve the employability of young high school graduates.

Philippines	The National Technical Education and Skills Development Plan	To enhance and intensify career advocacy, coaching and counselling in the Technical Vocational Institutions (TVIs) by: (1) Providing capability building for career guidance and counselling in Technical Vocational Institutions; (2) Institutionalizing and maximizing the use of the Youth Profiling for Starting Career (YP4SC) or other equivalent assessment tests in career counselling and coaching; (3) Coordinating and linking up with other agencies, especially the Department of Labour and Employment in the provision of industry career guides.
Sri Lanka	National Youth Policy	Establish career guidance and academic counselling by adequately trained professionals in schools/universities with inputs and links to potential employers. This includes assessing a young person's interests, strengths and capacities and guiding education and training choices regarding career options (p. 20). Enhance career guidance services for selecting training and jobs (p. 21).
Sri Lanka	Emerging Wonder of Asia	1. Market Intelligence Units (MIUs) will be established in each university. These units will collect the information about private sector needs and coordinate with the university management to produce graduates accordingly. The MIUs, in collaboration with the private sector, will facilitate student placement in industry as a part of the degree programme. It will also provide career guidance for students (p. 123). 2. Linkages with general education and higher education. The linkages and coordination between the vocational training sector and the general education and higher education sectors will be strengthened. Assistance of university professionals will be obtained for revision of curricula, teacher development and career guidance programmes (p134).
Vanuatu	Vanuatu Education Sector Strategy	1. To conduct a feasibility study for course and career counselling and employment services (p. 25). 2. To establish a national course and career advisory service (p. 26).

*This is just a selection of measures, chosen to show the variability of different types of career education provisions. The list of documents with policy measures in this area is provided in Table A.3 of Annex IV.

Source: YouthPOL 2014.

All the different policy measures mentioned above, from TVET reforms to career education, are important factors in enhancing youth employability and easing the transition from school to work. Skills development does not stop once the young person has left education but continues throughout his/her professional life. Therefore, lifelong learning measures for young workers are also important in terms of continued training and career development. An interesting example is the career development subsidies offered by the Government of Japan discussed in Box 2. With lifelong learning addressed, a holistic approach to education encompassing basic education, vocational training and lifelong learning can provide youth with the knowledge and skills they need for a successful professional life.

Box 2. Lifelong learning and career development

Japan has several documents which address lifelong learning for young workers. For example, the *Youth Independence Challenge Plan* encourages the development of short-term education programmes to support the career progression of young people. These are conducted in universities, graduate schools and training colleges, in collaboration with industry, universities and the government. Furthermore, the *Employment Insurance Act* encourages small and medium-sized enterprises to provide their young employees with vocational training or to allow them holiday time to enrol in vocational trainings through the “Career Development Promotion Subsidies.” The young workers must be below the age of 35 and have to have worked less than 5 years. To be eligible for the subsidy the enterprise must pay the young workers attending the training the same amount of salary as what the young employees would have received if they had worked. Finally, the *Basic Plan for Working Youth Welfare Measures* promotes information provision on concrete skills that are needed for career paths, career consultation and a mentoring system, and secures time required for young employees’ self-development.

Source: YouthPOL 2014.

3.4 LABOUR MARKET POLICIES

Labour market policies include public interventions in the labour market which seek to remedy imbalances between labour supply and demand. According to the *Call for Action*, labour market policies can promote greater equity and social inclusion by targeting sub-groups of the population to overcome barriers preventing them from being active and employed members of the labour force. Such policies can also support the transition of young people to formality. In order to ensure the effective implementation of labour market policies, Governments should ensure an adequate institutional capacity, such as through efficient employment services which can match demand and supply. In addition, income support and social protection, particularly for first-time jobseekers, are important to ensure a successful transition from school to work. The linking of income support with participation in active labour market policies can also encourage young people's inclusion in the labour market. Moreover, labour market policies and minimum wage policies need to work together to support young people as they look for work opportunities.

After education and training measures, labour market policy measures were the second most common type of measure found in Asia and the Pacific, addressed in 55 per cent of policy documents. Of the policy measures in place, most addressed active labour market policies, but other areas included wage policy and income and social support. The latter two areas will be addressed below first, followed by a detailed look into the various active labour market policies in place in the region.

3.4.1 Wage Policy

With a large proportion of the world's young working poor concentrated in Asia and the Pacific, wage policy can play an important role in guaranteeing a minimum standard of living. **Of the countries sampled, there are wage policy provisions established for particular subgroups of the population, including youth, as well as provisions which seek to put in place regulations in the future.** Regarding the latter, Nepal's *National Youth Policy* calls for minimum wages to be set for working youth, and Sri Lanka's *National Youth Policy 2014* and the *National Human Resources and Employment Policy* promote the idea of a sectoral minimum

wage. In terms of regulations already in place, in Malaysia the minimum wage, and in particular the probationers' minimum wage, is regulated in the *Minimum Wages Order 2012*, and Mongolia's *Labour Law* regulates the remuneration to be paid to those under the age of 18. The Philippines sets the minimum wage to be paid to domestic workers and also regulates the wage that is to be paid to young students. Vanuatu's minimum wage is set for young persons, students and seasonal workers in its *Minimum Wage and Minimum Wages Board Act*.

In terms of the structure of the minimum wage system, many countries have their own wage councils, such as Malaysia's National Wages Consultative Council, Mongolia's National Tripartite Committee on Labour and Social Consensus and the National Wages and Productivity Commission of the Philippines. Sri Lanka's *National Human Resources and Employment Policy* recognizes the importance of collective bargaining to "reduce the gap between minimum wages determined by the Wages Board and the market rates, and in turn reduce poverty of low paid workers".²³

Reducing poverty and guaranteeing a minimum standard of living is pursued also by the Government of China. Through its various policies,²⁴ China seeks to form a wage growth mechanism and provide a minimum wage which increases by more than 13 per cent per year. The Government's policy targets both urban and rural areas for the provision of a minimum living standard. In Malaysia, the *Children and Young Persons Employment Act* puts in place a framework through which the Minister can conduct an inquiry if it is brought to his/her attention that the wages of youth or children in a particular area of work is not reasonable. Through the findings of the inquiry, the Minister can then prescribe the minimum wage rates. A similar mechanism is in place in Singapore.

²³ Sri Lanka, *National Human Resources and Employment Policy 2012*, p. 343.

²⁴ China, *Employment Promotion Plan, Twelfth Five-Year Plan of Ministry of Human Resources and Social Security, The Twelfth Five-Year Plan for National System of Basic Public Services of the People's Republic of China*.

3.4.2 Income and social support

The concept of the "social protection floor" promoted by ILO consists of two dimensions: basic social security guarantees such as health care and income security, along with a gradual increase in the level of protection to achieve higher standards.²⁵ Provisions stipulating income and social support are able to ensure a minimum income security and can help

protect society's vulnerable groups, including youth. Countries such as Sri Lanka have put in their policy documents – such as the *National Human Resources and Employment Policy* – the goal to establish a social protection floor. In the YouthPOL analysis, only those measures particularly mentioning youth or which would disproportionately affect youth were included, rather than general measures.

Creative measures were found in several countries. Some were aspirational in nature, seeking to “explore” opportunities to create or elaborate social protection provisions. For example, Vanuatu's *National Youth Development Policy* mentions exploring opportunities to put in place a Social Security Scheme for Youth, and to create social security assistance for unemployed youth. Other policy measures include China's *Law of the People's Republic of China on the Promotion of Employment* which implements labour and social insurance policies amenable to those in part-time jobs. Mongolia's provisions encompass making sure that youth working abroad have access to social security and social insurance. In their *National Programme on Promotion of Youth Development*, health and social insurance coverage is to be extended to youth, in particular to unemployed youth and those in difficult conditions. Finally, Sri Lanka's *National Action Plan on Youth Employment* also targets young entrepreneurs, by calling for the introduction of a safety net for those particularly in start-ups or from marginal areas.

3.4.3 Active labour market policies

Active labour market policies for young people are common interventions to help youth integrate into the labour market. Active labour market policy measures can include enhancing the functioning of public employment services, providing career counselling, offering additional training, improving the quality of labour market information and implementing public works projects.

Public employment services play a large role in the execution of active labour market policies and are key to a well-performing labour market. They provide career counselling, job-search and job-matching support, and labour market information. They also organize vocational trainings as well as other tasks. Improving the capacity of public employment services can help ease the employment challenge and support the transition of young people from school to

²⁵ ILO, 2011. *Social Protection Floor for a Fair and Inclusive Globalization*, p.xxii-xxiii.

work. They are, however, not commonly used in some contexts, particularly in low-income and low-middle income countries. According to a recent ILO report analysing the school-to-work transition in the five countries of Bangladesh, Cambodia, Nepal, Samoa and Viet Nam, a large proportion of young people found their jobs through personal connections, and employers preferred using informal networks to hire young workers. In Nepal, 30 per cent of employers recruited through relatives and friends, and only one per cent used public employment services in the recruitment of their workers. These informal mechanisms have two disadvantages: the first is that it puts youth who do not have the necessary personal connections at a serious disadvantage; the second is that such mechanisms do not imply a match between supply and demand and can instead aggravate the mismatches in the labour market.²⁶

Of the eleven countries analysed, almost all had measures to strengthen public employment services. For example, China's *Employment Promotion Plan* includes provisions for the development of online employment services for youth. Japan also has in place its "Job cafés" which are one-stop-shop centres for youth and which provide information regarding work experience opportunities (internships), job-search support services, and information about occupations and skills development. Japan also targets "freeters" (part-time workers who hop between different part-time jobs) who would like to become regular workers. This is done through the provision of vocational counselling and job referrals by "Wakamono Hello Work", Japan's public employment offices specifically for youth.

Career counselling and vocational counselling are generally provided by public employment services. Regarding the provision of career counselling, several provisions targeted vulnerable groups of the youth population. For example, Japan's *Basic Plan for Working Youth* targets NEETs (youth not in employment, education or training) by providing them with consultations with professional career consultants, and Singapore's *Development Framework for Youth Workers* targets at-risk youth by providing them with career coaching and the development of their soft skills. **Career counselling measures are often found in conjunction with vocational training, usually offered through the public employment services.** Vocational training or retraining may be necessary for long-term unemployed youth or for those who have recently left the education system and do not have the skills

²⁶ Elder, 2014. "Labour market transitions of young women and men in Asia and the Pacific"; Nepal data comes from Serrière, 2014, "Labour transitions of young women and men in Nepal".

needed by the labour market. Table 3.5 offers a selection of the provisions found.

Table 3.5 Provisions for vocational training and career guidance for youth outside of the education system*

Country	Policy document	Measure
China	Employment Promotion Plan	Local people's governments at or above the county level shall provide a certain period of vocational education and training to the graduates from junior and senior middle schools who need to find jobs, in order to enable them to acquire the relevant vocational qualifications or the skills of certain professions. Career guidance and services for college graduates will be strengthened, and top quality vocational training and employment assistance for college graduates who have difficulty finding a job will be provided.
Japan	Basic Plan for Working Youth Welfare Measures	Support freeters (job-hopping part-time workers) who cannot get out of irregular employment through the "job-seekers support scheme", which offers free-of-charge vocational training and social protection during the period of vocational training.
Japan	Basic Policies for Employment Measures	Provide youth with career counselling, practical vocational training and recognition of vocational training through the "job card" programme. Provide employment services catered to the local needs at one-stop career service centres for youth called "Job cafés" which are created throughout the country by the initiatives of the prefectures.
Korea (Republic of)	Special Act on Youth Employment Promotion	The Government may build up infrastructure, such as an administrative support system, a training system, and a budget support system, as necessary to assist youth in active military service to obtain jobs or return to their former position after being discharged from military service. In such cases, the Government may take measures necessary to assist them to return to society smoothly or to provide them with job opportunities, such as vocational training programs in military bases for three months before discharge from military service and special leave.
Mongolia	Law on Employment Promotion	With a view to providing and improving vocational skills in the short period of time, employment training shall be delivered in various forms including vocational training and retraining, mobile and distance training, and on-the-job training. Employment training targets the unemployed, citizens who have difficulties in finding a job, and children who dropped out of school and have reached the employment age. Employment training projects for conscripts may be implemented. A meal and travel allowance (financed from the Employment Promotion Fund) are provided to citizens who have difficulties finding a job (including those who left orphanages upon reaching the employment age) during his/her attendance at employment training.
Sri Lanka	National Human Resources and Employment Policy	A network of one-stop career centres will be established throughout the country to provide information on training, career counselling, career planning, and to provide other employment-related services.

*This is just a selection of measures, chosen to show the variability of different types of provisions. The list of documents with active labour market policy measures is found in Table A.4 of Annex IV.

Source: YouthPOL 2014.

Public employment services generally serve as the main providers of labour market information, and private employment agencies also utilize labour market information in their job matching. By collecting, exchanging and utilizing information about the characteristics of young people in the labour market and the needs of employers, labour market information can be used to help match jobseekers with employers. Table 3.6 provides details about measures for improving the collection and sharing of labour market information.

Table 3.6 Provisions for improving labour market information*

Country	Policy document	Measure
Cambodia	Rectangular Strategy for Growth, Employment Equity and Efficiency Phase III	The Royal Government will focus on: strengthening the Employment Forum coordinated by the Royal Government and in which job providers, job seekers and education and training service providers participate, aimed at improving exchange of labour market information, counselling and responsiveness to changing market conditions; further developing a sound labour market information system especially through strengthening data collection, analysis and dissemination of labour statistics and information on education and technical and vocational training programs, and providing information to the public on wages and the supply and demand of skills.
China	The Twelfth Five-Year Plan for National System of Basic Public Services	The Government shall make full use of the three-dimensional platform of public employment services for national college students and local colleges' employment websites to gather and release recruitment information, continually providing employment information and services for the graduate.
Korea (Republic of)	Special Act on Youth Employment Promotion	In order to facilitate the employment of unemployed youth, the Government shall establish an integrated computer network of human resources, through which private and public sectors are linked to exchange information about the supply and demand of human resources in each sector and jobs, and shall make it possible to efficiently distribute and utilize human resources.
Mongolia	National Programme on the Promotion of Youth Development	Gather labour market information and establish e-labour exchange, and ensure youth have access to it. Enhance job-matching and placement for students and youth in temporary, contract and home-based work

Philippines	National Technical Education and Skills Development Plan	Intensify collection, analysis and dissemination of labour market information by: (1) ensuring close, more active and purposive engagement with industry through regular consultation and dialogue with industry at the national and subnational levels to identify in-demand skills and other development concerns; (2) establishing partnership and closer linkage with the Government and the private sector for the generation and sharing of labour market information; (3) ensuring the availability and accessibility of up-to-date labour market information to TVET stakeholders through the use of technology and other means of communication; (4) institutionalizing the publication of labour market intelligence reports and other related information; (5) capacitating implementers in the area of data gathering and analysis.
Sri Lanka	National Action Plan for Youth Employment	Improve relevance and quality of general education as well as vocational/technical training for youth. Revise and improve the collection of labour market information relevant for youth (including in-depth research). Improve the Labour Market Information (LMI) system by expanding information collection from newspaper advertisements to include other sources of job opportunities. Ensure wide-reaching dissemination of the LMI bulletin by translating it into Sinhala and Tamil and distributing it especially to universities and vocational training institutions.

*This is just a selection of measures, chosen to show the variability of different types of provisions for the improvement of labour market information. The list of documents with active labour market policy measures is found in Table A.4 of Annex IV. Source: YouthPOL 2014.

Another type of active labour market policy is public works projects, which can create jobs for young people, and also allow young people to gain work experience. **Within the policy documents analysed, provisions for public works targeting youth were rare**, and were only found in the Republic of Korea and Mongolia. In the Republic of Korea's *Special Act on Youth Employment Promotion*, the Government committed itself to enlarging the subsidization of social service projects, including environment watchers, forest fire watchers and other public works programmes to provide employment to unemployed youth. In Mongolia, public works are provided for different subgroups of the population, including those who left orphanages after reaching the age of 16, and are paid not less than the minimum wage.²⁷ *The National Programme for Youth Development* also mentions the "Millennium Road Project" as providing youth with employment opportunities.

3.4.4 Other labour market policy measures

Another form of labour market policy includes preferential hiring practices for young people, or for a subcategory of the youth population. This can be done through positive action, and can include recruitment quotas. For example, in the Republic of Korea public institutions

and public enterprises will aim to recruit unemployed youth so that they represent at least three per cent of total employees per year.²⁸ Sri Lanka's *National Action Plan for Youth Employment* includes a quota for its young people to be employed in the public sector. Subgroups of the youth population can also be also targeted. Japan's *Vision for Children and Young People* calls for the promotion of young people with disabilities through employment quotas and the provision of additional employment support by welfare and educational organizations, and public employment services.

Relaxing recruitment rules may also be a way forward. For example, in Japan youth are usually recruited when they are still in the education system, rather than once they have graduated. *The Guidelines for Employers* calls for a more flexible recruitment system whereby employers consider recruits who have already graduated from school and should dispose of their upper age limit as part of the eligibility criteria. Similarly, the peak recruitment time is usually in the spring, which makes it difficult for those who were not hired in the spring to be hired at other times of the year. *The Guidelines* encourage employers to widen their recruitment season to the autumn or to recruit year round. Similar measures are supported in the country's *Youth Independence Challenge Plan*.

²⁷ Mongolia, *Law of Mongolia on Employment Promotion*, Articles 14.1 and 14.6.

²⁸ Republic of Korea, *Special Act on Youth Employment Promotion*, Article 5.

3.5 ENTERPRISE DEVELOPMENT AND ENTREPRENEURSHIP²⁹

Encouraging youth entrepreneurship and self-employment has many benefits. First, it can reduce the youth unemployment rate through the promotion of business start-ups which can also generate employment for other youth. In addition, it can serve as a mechanism to promote the transition to the formal economy and decent work. However, youth face particular barriers to start their own business, particularly in accessing financial capital, as well as social and physical capital. Addressing this concern, as well as strengthening entrepreneurship education in the educational curriculum and providing non-financial services to young entrepreneurs, can provide the tools needed to youth to start their own micro, small or medium-enterprise, cooperative or social enterprise, and access decent work.³⁰ The *Call for Action* encourages governments to address these concerns.

3.5.1 Access to finance

Youth have a difficult time accessing credit due to various factors such as lack of credit history, shortage of savings, strict credit-scoring regulations, long waiting periods and complicated documentation procedures.³¹ In a recent ILO report, insufficient financial resources was one of the top challenges cited by self-employed youth in Bangladesh, Cambodia, Nepal, Samoa and Viet Nam. It was chosen by 36.7 per cent of youth, followed by 23.2 per cent who cited market competition.³² **Within the countries sampled, access to finance was the most common policy provision to encourage youth in their business ventures.** A selection of measures in place in countries is shown in Table 3.7.

²⁹ For this section, as in others, only those measures which targeted youth explicitly were included in enterprise development.

³⁰ ILO, 2012 Section 2.5; ILO, 2013. *Transitioning from the informal to the formal economy*, Section 1.2.2.

³¹ Schoof, U. 2006. "Stimulating youth entrepreneurship: barriers and incentives to enterprise start-ups by young people", SEED working paper No. 76.

³² Elder, forthcoming, Table 5.9.

Table 3.7 Measures promoting access to finance for youth*

Country	Policy document	Measure
China	Employment Promotion Plan	A guaranteed small loan policy shall play a positive role in promoting employment, and eligible, self-employed college graduates may apply for guaranteed small loans in the area of their business in accordance with the following provisions: those engaged in low-profit projects can enjoy a fiscal interest discount with loans up to 100,000 RMB. Those with partnerships may raise the loan amount according to actual needs.
Japan	Vision for Children and Young People	Low-interest loans for investment in plants and equipment and for working capital for young entrepreneurs under the age of 30 who have started a new business within the last five years.
Mongolia	Law on Employment Promotion	A one-off grant of up to one million tugrug to citizens who have difficulties in finding a job, including persons leaving orphanages upon reaching the employment age (16), if they start a household-based business or are self-employed.
Nepal	Labour and Employment Policy	Enterprising youth will be involved in micro-credit programmes for generating self-employment. The educated employed youth and school dropouts will be guided toward self-employment through the provision of loans at concessional rates.
Sri Lanka	National Action Plan for Youth Employment	Improve access of young entrepreneurs to financial assistance. Review policies to restructure existing micro-credit initiatives/resources to meet the needs of young entrepreneurs. Introduce and pilot test incentives for young entrepreneurs to engage in cooperative ventures as part of their first-time entrepreneurial endeavour. Special start-up fund allowances and capacity building should be linked to these first time ventures.
Vanuatu	Vanuatu National Youth Development Policy and Strategic Plan of Action	Create and equip soft credit facilities for youth with disabilities and enable them to start their own businesses. Develop the Youth Challenge Fund to assist young people to start a business. Implement a micro-credit and small-scale entrepreneurship scheme to provide opportunities for self-employment. Provide the administrative and organizational framework and funding for programmes such as Micro-Credit Scheme for the development of micro, small and medium-scale entrepreneurship. Set up youth cooperative societies, particularly in the areas of agriculture and industry, in order to boost chances for enjoying micro-credit facilities. Hold workshops and seminars on the establishment of a micro-credit and small scale entrepreneurship scheme to provide opportunities for self-employment.

*This is just a selection of measures, chosen to show the variability of different types of provisions. The list of documents with provisions for access to finance is found in Table A.5 of Annex IV.

Source: YouthPOL 2014.

3.5.2 Other measures for supporting youth-run enterprises

In addition to financial measures, other measures can support youth in starting and maintaining their own business. For example, China's *Employment Promotion Plan* encourages young graduates to be entrepreneurs by implementing administrative fee waivers. The college graduates who have an "employment and unemployment registration certificate" and engage in self-employment have a reduction from different types of tax – actual business tax, city maintenance and construction tax, and individual income tax for the first three years, limited at 8,000 RMB per year. The Republic of Korea also plans to revise its tax regulations for new start-ups in its *Comprehensive Measures for Youth Employment*.

Further difficulties youth encounter in starting their own business include market access (as mentioned above, this was cited by 23.2 per cent of youth in five Asia-Pacific countries), in addition to cultural norms. Relaxing market access conditions can be one way to foster entrepreneurship (as in China's *Employment Promotion Plan*). Vanuatu's *National Youth Development Policy* will encourage avenues for the marketing of products of disabled youth. Regarding cultural norms, Sri Lanka's *National Action Plan for Youth Employment* openly mentions that cultural attitudes can hamper youth from becoming young entrepreneurs. Countering this can be done through media campaigns, as done in the national action plan, where the implementation of a media campaign and the use of success stories will be able to raise awareness of the advantages of socially responsible enterprise.

Finally, incubators are also a way to help young entrepreneurs establish their business by first allowing the business to grow in a safe environment. In China, human resources and social security departments at the provincial level will guide business incubator creation, and the Government will offer policy support and encourage the creation of a group of college students' business incubators.³³ The use of business incubators is also promoted in Mongolia, where the *National Programme on Promotion of Youth Development* encourages awareness raising about incubation services to help increase the capacity of micro-enterprises.

33 China, *Employment Promotion Plan*.

3.5.3 Non-financial services

Non-financial services include support for enterprise development, mentorship and business training, which give young entrepreneurs the advice and skills they need to run their business. Mongolia's *National Programme on Promotion of Youth Development* contains provisions covering basic training for youth in business, management, marketing, legal and financial skills to be carried out by employment offices, non-governmental organizations or other interest groups.³⁴ Sri Lanka's *National Youth Policy* provides for access to mentoring through links with the regional Chambers of Commerce, and its *National Action Plan for Youth Employment* also calls for first-time young entrepreneurs to have access to mentoring, and for entrepreneurs in the agricultural sector to have access to an "extension officer" who can provide them with the relevant knowledge and connections. Furthermore, by promoting better dissemination of information, the national action plan seeks to guide youth to the relevant entrepreneurship training packages (such as Start and Improve Your Business, Basic Needs, Motivation, etc.).

Several countries target particular subgroups of the youth population for the provision of non-financial services. Vanuatu provides support to youth with disabilities in starting their business and also promotes inter-departmental cooperation to create rural enterprise initiatives.³⁵ China's *Employment Promotion Plan* targets young graduates by providing them with policy advice, information services, business guidance and more, and through the *Twelfth Five-Year Plan of the Ministry of Human Resources and Social Security*, provides college students guidance through the Enterprise Tutor System. In addition, Sri Lanka targets out-of-school youth in a pilot project called Early School Leavers Entrepreneurship Opportunity Training Initiative. Finally, Nepal provides vocational and entrepreneurial training to those who have dropped out of school and to educated employed youth.³⁶

³⁴ Provision 3.7.4.

³⁵ Vanuatu – *National Youth Development Policy and Strategic Plan of Action*.

³⁶ Nepal, *Labour and Employment Policy 2005*, p. 7.

3.5.4 Strengthening entrepreneurship education

Youth entrepreneurship measures can also encompass entrepreneurship education in school curricula as a way to encourage young people to become entrepreneurs, change the cultural attitude toward entrepreneurship and provide youth with the necessary soft skills. For example, Cambodia's *Education Strategic Plan* promotes an increase in soft skills education, as does Sri Lanka for its basic and secondary education, where soft skills education will increase the young person's ability in the areas of team work, communication and leadership.³⁷ China encourages entrepreneurship education at the university level through the development of entrepreneurship courses and enhancing the entrepreneurship education curriculum. These courses will be available for credit. Similar provisions are found in Malaysia's *National Higher Education Strategic Plan Beyond 2020*. Lastly, Japan's *Youth Independence Challenge Plan* calls for entrepreneurial education that is both participatory and experiential in elementary school, junior high school and senior high school, and its "Dream gate" service targets students by raising awareness about entrepreneurship.

³⁷ Sri Lanka – *Sri Lanka, the Emerging Wonder of Asia*, p. 118.

3.6 RIGHTS AT WORK FOR YOUNG PEOPLE

Young people face several challenges in the workplace including poor working conditions, discrimination and precariousness. Promoting and protecting the rights of young workers is vital to guarantee decent working conditions for youth. Therefore, the Call for Action encourages Governments to consider policy provisions that ensure young workers are not exposing themselves to occupational safety and health risks, are receiving equal treatment and are not discriminated against, are aware of their rights at work, and can organize and bargain. International labour standards can play an important role in this regard. ILO conventions such as the Worst Forms of Child Labour Convention, 1999 (No. 182) (“child” includes those under the age of 18 and therefore can include youth), Night Work of Young Persons (Industry) Convention, 1919 (No.6), and the Maritime Labour Convention, 2006 (see box 3) are examples of policy instruments.

Box 3. Maritime Labour Convention, 2006 (MLC, 2006)

The Maritime Labour Convention was adopted in 2006 by the ILO’s International Labour Conference, and entered into force on 20 August 2013. Considered as the “seafarers’ bill of rights”, the MLC is binding in international law and covers the working and living conditions of those working on ships, both seafarers and ship owners.

The MLC includes provisions protecting young seafarers. For example, workers below the age of 16 are not allowed to work on board the ships. Those young workers under the age of 18 are prohibited from night work and hazardous work. Their hours worked are also limited to 8 hours per day or 40 hours per week, with time allowed for meals, excluding exceptional situations such as emergencies. Furthermore, should young workers on board a foreign-going ship for the first time find that after four months they would like to return home, their repatriation is granted without cost to themselves.

The MLC is ratified and in force in the following countries:

<u>Country</u>	<u>Year Ratified</u>
Japan	Aug 2013
Korea, (Rep. of)	Jan 2014
Malaysia	Aug 2013
Philippines	Aug 2012
Singapore	June 2011

Source: NORMLEX 2014; ILO, 2014. “What Maritime Labour Convention 2006 is, and what it does”.

At the national level, within the 11 countries in Asia and the Pacific, provisions on labour law and legislation were found relatively equally across the low-, middle-, and high-income economies (ranging from 24 per cent to 28 per cent of policy documents). The documents which had measures regarding labour law and legislation covered the areas of youth employment contracts (56 per cent),

occupational safety and health conditions (25 per cent) and anti-discrimination (13 per cent). Most often these provisions were found in labour codes and employment acts.

3.6.1 Regulating contracts for young people

The element most regulated in contractual agreements for young people is the minimum age of work, recruitment procedures and probation. Regarding recruitment, most countries have set their minimum age of work to 15 or 16, although the possibility of working may be dependent on the consent of a parent or guardian (such as in Mongolia's *Labour Law*). There are some types of employment where the minimum age is higher. For example, in Republic of Korea owners of business establishments "harmful to juveniles" cannot employ juveniles below the age of 19.³⁸ Depending on the type of work and the country, employers may be required to maintain a registry of young employers under a certain age.³⁹ Probation periods can vary from 15 days to six months, according to the country, and Malaysia also regulates the probationer's minimum wage.

In addition, there are provisions for particular subsections of the youth population. The Philippines was one of the first countries to ratify ILO's Domestic Workers Convention, 2011 (No. 189) by passing the *Domestic Workers Act*, and for youth below the age of 18 the employment contract must be signed by the youth's parent or lawful guardian. Republic of Korea has a separate law in place for juveniles – the *Juvenile Protection Act* – and restricts the types of business establishments which can employ juveniles, such as those providing games to juveniles, public bath houses, businesses serving food and small theatres, in accordance with the *Game Industry Promotion Act*, *Public Health Control Act*, *Food Sanitation Act*, and *Promotion of the Motion Pictures and Video Products Act*.

Given the prominence of migration within the region, particularly South-East Asia and the Pacific, Vanuatu's *Seasonal Employment Act* provides an interesting example of how to safeguard the work of migrants. The Act regulates the terms and conditions for the employment of Vanuatu seasonal workers abroad. The Commissioner of Labour grants the licences and permits for seasonal employment agents and those who directly recruit seasonal workers. The

³⁸ Republic of Korea, *Juvenile Protection Act*.

³⁹ See for example, Sri Lanka *Employment of Women, Young Persons and Children Act*; Vanuatu, *Employment Act 2006*.

seasonal worker must fulfil certain criteria such as being above the age of 21, providing a medical certificate and receiving police clearance. The licensee or permit holder also has to give a pre-departure briefing to the seasonal worker, provide the worker visa or work permit information, and keep a record of certain information such as the names of the workers, copies of seasonal employment agreements and copies of all financial transactions.

3.6.2 Occupational safety and health

Measures on occupational safety and health (OSH) seek to prevent occupation-related injury, disease and death and promote a healthy workplace culture. Provisions can target a specific industry or a subgroup of the population. **Within the sampled countries, the OSH provisions in place related to young people were mainly regarding hazardous work, night work and the number of work hours and work days allowed for youth aged 15-18.** For example, Cambodia's *Labour Law* prohibits night work to be performed by children, employees, labourers or apprentices who are less than 18 and sets the minimum age to perform work that is hazardous to health, safety or morality to 18 years of age.⁴⁰ In Republic of Korea, work between the hours of 10 a.m. and 6 p.m. is prohibited for pregnant women, nursing mothers and those under the age of 18, and juveniles cannot be employed in businesses handling toxic substances.⁴¹ Interestingly, Japan's *Basic Plan for Working Youth Welfare Measures* and *Basic Guidelines on Measures Respecting the Improvement of Labour Management in Small and Medium-sized Enterprises to Secure the Workforce* call for the promotion of an environment which allows a "work-life balance" for young people, prevents mental disorders and improves counselling systems that are dedicated to the mental health of young workers.⁴²

⁴⁰ Articles 175, 177.

⁴¹ Republic of Korea, *Labour Standards Act 2012*, Articles 69–70; *Juvenile Protection Act* Article 2.

⁴² See pages 13-14, p. 16.

3.6.3 Anti-discrimination

Discrimination based on age can happen at two ends of the age spectrum, affecting both young and older workers. In Asia and the Pacific, age-based discrimination is impacting youth to a larger extent than before.⁴³From the documents analysed, **fighting age-based discrimination was either a policy measure to be implemented in the future or an enforceable provision found in labour legislation.** For the latter, the prohibition of age-based discrimination was found, for example, in the *Labour Law* of Mongolia and the Philippines. Cambodia's *Labour Law* also states that wages shall be equal for work of equal conditions, professional skill and output, regardless of the worker's origin, sex or age. Regarding the policy measures to be put in place in the future to fight against discrimination, Nepal's *National Youth Policy* calls for an end to workplace discrimination against youth, and Sri Lanka's *National Action Plan on Youth Employment* includes a measure to implement a complaint mechanism for unfair recruitment procedures. The country's *National Action Plan for Youth Employment* also has a measure to strengthen legislation to fight discrimination against young women in terms of their maternity leave and equal career opportunities.

⁴³ ILO, 2007. "Discrimination at Work in Asia: Factsheet".



Policy process

The cross-cutting nature of the youth employment challenge faced in the region, combined with the diversity of policy provisions detailed above, underscore the importance of a sound policy process. The guiding principles provided in the ILO's *Call for Action* promote social dialogue through the involvement of social partners (who can, for example, be included in the stages of situation analysis, policy formulation, validation, implementation and evaluation). Their inclusion increases the quality of policies through the wider range of information shared and the increased legitimacy and public ownership of the policies.⁴⁴ In addition, the *Call for Action* advocates the development of sound monitoring, evaluation and reporting mechanisms which can be drawn on to guide further policy action.

YouthPOL captures information explicitly mentioned in the policy documents regarding the policy consultation and formulation process, as well as on implementation, monitoring and evaluation. The most common answer chosen among the agencies involved in formulation was “Other”, found in 42 per cent of documents. This can include a whole range of actors such as Parliament, TVET bodies or others. The ministry in charge of education and the ministry in charge of employment/labour were the two most common actors specified for formulation of the policy documents, at 20 per cent and 21 per cent, respectively. Bearing in mind that the data gathered comes strictly from the policy document itself, 63 of the documents analysed mention “I don’t know” for actors involved in consultation, and 36 of the documents mention “I don’t know” for actors involved in formulation. Regarding the actors involved in implementation of the different policy areas (such as education and training, labour market policy, etc.), the “Other” category leads the way with 46 per cent of the policy area measures. This can include agents such as the Ministry of Agriculture, local governments or employers’ organizations. The three ministries involved that were specified include the ministry in charge of

⁴⁴ ILO, 2013. *National Tripartite Social Dialogue*, section IV.

employment/labour (21 per cent), ministry in charge of education (14 per cent), and the ministry in charge of youth affairs (6 per cent).

Further implementation information is available at the level of the policy document as well. Taking youth development policies as an example, there are often coordinating councils or commissions put in place to oversee the implementation process both at the local and national level. Such councils or commissions ensure policy coherence across different ministries, levels of government, and policy areas. For example, Sri Lanka's *National Youth Policy* calls for the creation of a Presidential Youth Development Commission, under the Ministry of Youth Affairs and Skills Development. The Commission coordinates the different organs participating in the execution of the *National Youth Policy*, and is also aided by a Youth Development Secretariat. The Secretariat includes members of several ministries including education, higher education, health, local government, justice, sports, and more, as well as representatives from youth organizations. Another example is Nepal's *National Youth Policy*. The document supports the creation of a national youth council, with a structure both at the local and centre levels, made up of different bodies, representatives of youth organizations, of political parties, and those appointed by the Government. Their main responsibility is to coordinate the different youth programmes run by the Government, non-governmental organizations and the private sector.⁴⁵ This structural feature is different to what is found in the implementation provisions for national development strategies/frameworks and national employment strategy documents, which are more likely to mention the key role of the ministry in charge of labour/employment (such as in the *Philippine Labour and Employment Plan*), or the guiding role of a centralized national steering committee and/or the Government (as in the *Human Resources and Employment Policy* of Sri Lanka, or Mongolia's *Comprehensive National Development Strategy*).

Finally, of the 91 documents analysed, only one included a monitoring and evaluation plan within the document itself. Of the non-legislative documents, more than half included provisions calling for the future establishment of monitoring and evaluation mechanisms or specified the actor in charge of monitoring and evaluation. For example, China's Central Personnel Work Coordinating Group will put in place the monitoring and evaluation

⁴⁵ p. 25

mechanism for its *Outline of National Medium and Long-Term Talents Development Programme*. In addition, Cambodia's *Non-Formal Education National Action Plan* emphasizes the importance of the involvement of different actors such as public institutions, development partners, civil society and the community in the monitoring process, and mentions the creation of a monitoring system at the central, provincial and district levels to be performed each year.

As seen in this section, the YouthPOL-based analysis can only provide a “light” analysis of the policy process. A more comprehensive investigation of the nature of the policy process, inclusion of different stakeholders, and the impact of youth employment policy provisions would benefit from an in-depth policy review. Such an analysis, supported by ILO, is being undergone in countries such as Indonesia, Mongolia and Nepal, and whose results are forthcoming.

The YouthPOL policy analysis exercise provides a substantial picture of the range of youth employment provisions in place across national policies and legislation. It gives tripartite partners ideas about what can be done in their country. The concluding remarks of the paper also bear in mind that the youth employment landscape described is not accounting for youth employment projects and programmes, and is only synthesizing information coming strictly from policy and legal documents which target youth specifically or disproportionately. The findings do not judge the quality of provisions or their effectiveness, but rather provide a narrative of what was found in 11 countries of Asia and the Pacific.

The overview section illustrated how the level of economic development in particular is linked to the focus of youth employment policy provisions and the type of youth employment challenge cited. For example, while all countries placed a clear emphasis on education and training, a larger portion of documents of low-income countries mentioned the quality of general education as a youth employment challenge. Policy documents from low-income countries also stressed enterprise development rather than boosting labour demand. Fiscal policies boosting labour demand were instead found in policy documents from middle-income and high-income countries. Such findings offer insights to constituents and the development community in terms of what type of interventions can complement a country's needs.

A closer examination of the provisions in place across the five policy areas in the *Call for Action* and its proposed “ways forward” is instructive. In terms of employment and economic policies, a change in mindset is required to focus on pro-employment and job-generating economic growth. Provisions boosting labour demand are one step forward. Such measures were found within the countries sampled, although they were not equally widespread. Other “ways

forward” such as promoting job-friendly industrial and sectoral transformation were addressed across several countries, particularly emphasizing the agricultural sector for youth and ICT. Promoting an enabling and regulatory environment were not frequently found within the countries sampled, although this is likely due to the fact that such policies are less likely to target youth explicitly.

Regarding education and training, the 11 countries did address different recommendations from the *Call for Action*, such as strengthening career guidance and improving vocational education and training. There were also many provisions easing access of vulnerable groups to education and reforming vocational education curricula. However, what was not necessarily mentioned was the collaboration with different stakeholders for the curricula’s design. Ensuring that training systems deliver recognizable qualifications and skills needed by employers can help address the various policy challenges mentioned in Section 1.2. Other policy areas not particularly mentioned also include recognition of non-formal learning and remedial education. Such provisions were found in some countries, but were not widespread.

Labour market policies were most common after education and training measures. The strengthening of employment service, as put forth in the *Call for Action*, was targeted by many countries. Active labour market policies (ALMPs) – often through the public employment services – provided youth with career counselling, vocational training and assistance in the job search. Targeted assistance was available to subgroups of the youth population, such as part-time workers and young graduates. At the same time, the analysis did not find other “ways forward” from the *Call for Action*, including provisions for public employment programmes and sequencing of active labour market policies, or measures which integrated social protection and ALMPs. Income and social protection measures across the countries sampled varied in terms of how and if they targeted young people or subgroups of the youth population, and some provisions were aspirational in nature.

One type of provision that was missing in the findings was the presence of policies to support young people’s transition to formality, whether it be young workers or those at the enterprise level. The absence of such provisions could be due to informality not being an issue, the presence of policy provisions targeting the population as a whole rather than youth explicitly, or that such provisions are needed but

not in place. For youth in formal employment, contractual arrangements and minimum wage policies can help to guarantee decent working conditions, and this paper has shown a variety of such measures in place across the region.

Finally, for the young entrepreneurs, the countries' emphasis on entrepreneurship curricula and enabling access to finance were two frequent types of policy provisions found across countries, and tie in with recommendations from the *Call for Action*. Support for small and micro-enterprises was more common than for cooperatives or social enterprises; support for the latter was scarcely found. In addition to access to finance, several countries had provisions on non-financial services directed at youth, which can give youth the targeted help needed for their business ventures.

Although the analysis could only capture the involvement of social partners to a limited extent, their engagement and commitment is vital to a "successful" policy. As the region invests in its large youth population, it is an exciting time to be involved in impacting policies on youth employment.

R

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*All policy documents used and cited in this paper are mentioned in Annex II.

Annex I. Policy chart on youth employment

The chart below provides a categorization of the various ways a framework or legislation can affect youth. Any policy or legal document that touches the categories below would be of interest for analysis.

Policy areas

Macroeconomic and sectoral policies

1. Fiscal policy
2. Investment policy
3. Sectoral policy

Enterprise development

4. Enterprise start-ups by young people, including cooperatives and social enterprises
 - 4.1 Registration of new enterprises
 - 4.2 Tax rebates
 - 4.3 Subsidies
 - 4.4 Other (please specify)
5. Measures to promote registration/compliance of existing enterprises in the informal economy
6. Access to finance
7. Access to non-financial services
8. Other self-employment and enterprise development measures for youth (please specify)

Education and training

9. Technical vocational education and training
10. Career education and career guidance
11. Apprenticeships
12. Other work experience provisions
 - 12.1 Internships
 - 12.2 Study and work (e.g. summer jobs, paid hours for)
 - 12.3 Other (please specify)
14. Remedial education (second chance)
15. Scholarships and other incentives, including conditional-cash transfers
16. Lifelong learning
 - 16.1 National qualification frameworks
 - 16.2 Recognition of prior learning
 - 16.3 Other (please specify)

Labour demand

17. Incentives for employers to recruit young people
 - 17.1 Waiver of social security contribution
 - 17.2 Wage subsidies
 - 17.3 Tax rebates
 - 17.4 Other measures to reduce labour costs (please specify)
18. Incentives to promote transition of informal young workers to the formal economy
19. Other measures to boost demand of labour for youth (please specify)

Labour law and legislation

- 20. Contractual arrangements for young people
 - 20.1 Recruitment rules
 - 20.2 Probation period
 - 20.3 Dismissal procedures
 - 20.4 Fixed-term contracts
 - 20.5 Other youth employment contracts (please specify)
- 21. Anti-discrimination legislation
- 22. Occupational safety and health, including regulations on hazardous occupations for adolescent workers
- 23. Other (please specify)

Labour market policy

- 24. ALMPs for youth
 - 24.1 Public employment services
 - 24.2 Youth guarantees
 - 24.3 Private employment agencies
 - 24.4 Labour market training for the unemployed
 - 24.5 Public works
 - 24.6 Other (please specify)
- 25. Income and social protection
 - 25.1 Unemployment benefit
 - 25.2 Non-contributory social insurance
 - 25.3 Social assistance and other income support
 - 25.4 Tax reduction for low income
 - 25.5 Other anti-poverty measures (please specify)
- 26. Wage policy
 - 26.1 Minimum wage
 - 26.2 Youth subminimum wage
 - 26.3 Other (please specify)
- 27. Collective agreements on youth employment
- 28. Other policy measures
 - 28.1 Recruitment quotas
 - 28.2 Positive action
 - 28.3 Other (please specify)

Annex II. Documents analysed for YouthPOL

These were the documents found to be in force in 2014.

Country	Title of document
Cambodia	<p>Rectangular Strategy for Growth, Employment, Equity and Efficiency Phase III</p> <p>National Policy on Non-Formal Education</p> <p>Labour Law (Consolidated to 2007)</p> <p>Prakas on Conditions of Occupational Hygiene and Safety in Garment and Shoe Factories (Consolidated to 2007)</p> <p>Non-Formal Education National Action Plan 2008-2015</p> <p>The Law on Education (Consolidated to 2007)</p> <p>Education Strategic Plan 2014-2018</p> <p>National Policy on Cambodian Youth Development</p>
China	<p>National Outline for Medium and Long-Term Education Reform and Development (2010-2020)</p> <p>Law of the People's Republic of China on Promotion of Employment</p> <p>The Twelfth Five-Year Plan for National System of Basic Public Services of the People's Republic of China</p> <p>Outline of National Medium and Long-term Talents Development Programme</p> <p>Employment Promotion Plan</p> <p>Twelfth Five-Year Plan of Ministry of Human Resources and Social Security</p>
Japan	<p>Basic Plan for Working Youth Welfare Measures (No. 9)</p> <p>Working Youth Welfare Law (Consolidated to 2011)</p> <p>Basic guidelines on measures respecting the Improvement of Labour Management in Small and Medium-sized Enterprises to Secure the Workforce</p> <p>Human Resources Development Promotion Act (Consolidated to 2006)</p> <p>Youth Independence Challenge Plan (General Plan for Career Education)</p> <p>Employment Insurance Act (Consolidated to 2007)</p> <p>Law respecting the Improvement of Labour Management in Small and Medium-sized Enterprises to Secure the Workforce (Consolidated to 2011)</p> <p>Vision for Children and Young People</p> <p>Guidelines for employers' appropriate actions regarding ensuring employment opportunities for young people</p> <p>Employment Measure Act (Consolidated to 2009)</p> <p>Japan Revitalization Strategy</p> <p>Basic Policies for Employment Measures</p> <p>Employment Security Law (Consolidated to 2007)</p>

<p>Korea, Republic of</p>	<p>Act on Fostering and Supporting Women Scientists and Technicians (Act No. 6791) (consolidated to 2013, with an additional amendment of 2013)</p> <p>Roadmap towards an Employment Rate of 70%</p> <p>Lifelong Education Promotion Strategy (2013-2017)</p> <p>Juvenile Protection Act (Act No. 5297) (consolidated to 2013)</p> <p>Special Act on the Youth Employment Promotion (Presidential Decree No. 21889) (consolidated to 2013, with and additional amendment of 2013)</p> <p>Promotion of Industrial Education and Industry-Academic Cooperation Act (Act No. 11682) (consolidated to 2013, with an additional amendment of 2013)</p> <p>Special Act on Support of Scientists and Engineers for Strengthening National Science and Technology Competitiveness (Act No. 7204) (consolidated to 2012, with an additional amendment of 2013)</p> <p>Framework Act on Qualifications (Law No. 5314) (consolidated to 2013, with an additional amendment of 2013)</p> <p>Act on Fostering and Supporting Agricultural and Fisheries Enterprises (Presidential Decree No. 21774) (consolidated to 2013)</p> <p>Labor Standards Act (Law No. 5309) (consolidated to 2012, with an additional amendment of 2013)</p> <p>Special Act for Human Resources of Small and Medium Enterprises (Act No. 8852) (consolidated to 2012, with an additional amendment of 2013)</p> <p>Comprehensive Measures for Youth Employment</p> <p>Framework Act on Employment Policy (Act No. 4643) (consolidated to 2014)</p>
<p>Malaysia</p>	<p>National Skills Development Act 2006</p> <p>Malaysian Qualifications Framework</p> <p>Minimum Wages Order 2012</p> <p>Skills Development Fund Act 2004 (consolidated to 2006)</p> <p>Malaysian Qualifications Agency Act 2007</p> <p>Blueprint on Enculturation of Lifelong Learning for Malaysia 2011-2020</p> <p>National Youth Development Policy and Plan of Action</p> <p>Children And Young Persons (Employment) Act (consolidated to 2006, with amendment 2010)</p> <p>Perbadanan Tabung Pendidikan Tinggi Nasional Act (consolidated to 2006)</p> <p>New Economic Model for Malaysia</p> <p>Malaysia Education Blueprint 2013-2025</p> <p>Tenth Malaysia Plan 2011-2015</p> <p>Human Resources Development (Amendment of First Schedule) Order 2000</p> <p>National Higher Education Strategic Plan Beyond 2020</p> <p>Education Act (consolidated to 2006)</p>

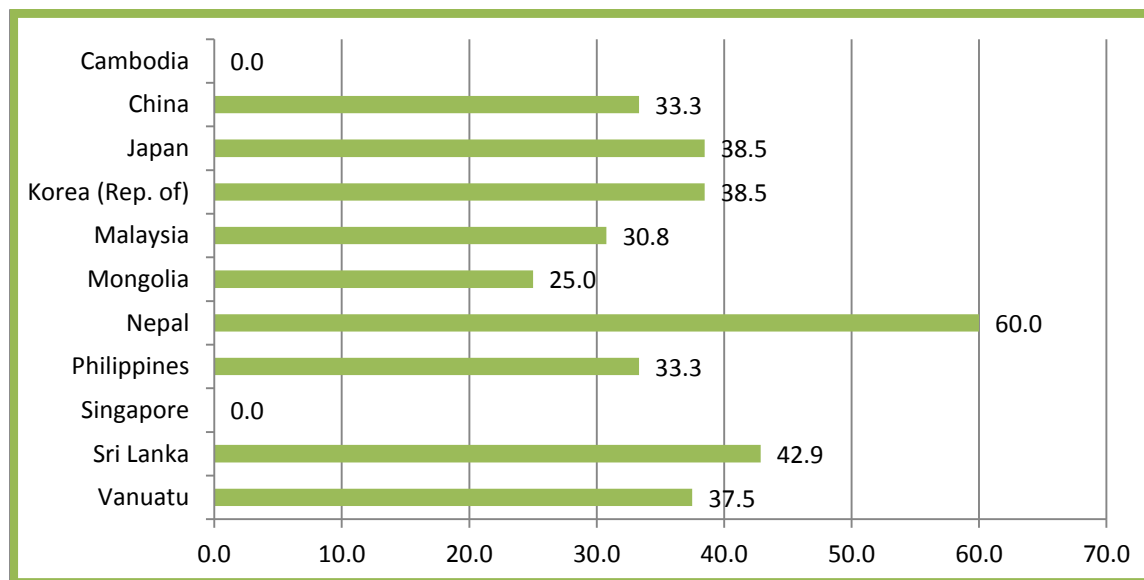
Mongolia	Millennium Development Goals-based Comprehensive National Development Strategy of Mongolia National Wage Policy National Programme on Promotion of Youth Development Law of Mongolia on Vocational Education and Training (consolidated to 2012) State Policy on Herders and Action Plan The Action Programme of the Government of Mongolia for 2012-2016 Law of Mongolia on Employment Promotion (consolidated to 2012) Labour law of Mongolia (consolidated to 2013)
Nepal	Labour and Employment Policy 2005 (2062 BS) National Youth Policy, 2010 TEVT Skill Development Policy, 2007 (2064 B.S) Industrial Policy, 2011 National Agricultural Policy, 2004 (2061 BS)
Philippines	Domestic Workers Act The Philippines Labour and Employment Plan 2011-2016 The Labour Code (consolidated to 2002, with amendment of 2013) The Special Programme for Employment of Students Act (with additional amendment of 2008) The National Technical Education and Skills Development Plan 2011-2016 Philippine Development Plan 2011-2016
Singapore	Merchant Shipping (Maritime Labour Convention) Act Employment Act (Consolidated to 2013) Development Framework for Youth Workers
Sri Lanka	Sri Lanka Qualifications Framework Employment of Women, Young Persons, and Children Act (No. 47 of 1956) (consolidated to 2006) Employment of Trainees (Private Sector) Act (No. 8 of 1978) Sri Lanka, The Emerging Wonder of Asia; Mahinda Chintana Vision for the Future National Human Resources and Employment Policy National Action Plan for Youth Employment National Youth Policy Sri Lanka

Vanuatu

Seasonal Employment Act 2007
Minimum Wage and Minimum Wages Board Act (Consolidated to 2005)
Planning Long, Acting Short 2013-2016
Vanuatu National Youth Development Policy 2012-2022 and Strategic Plan of Action 2012-2015
Vanuatu Education Sector Strategy 2007-2016
National TVET Qualifications Framework
Priorities and Action Agenda 2006-2015 2012 Update
Employment Act (consolidated to 2006)

Annex III. Policy area by country's policy provisions

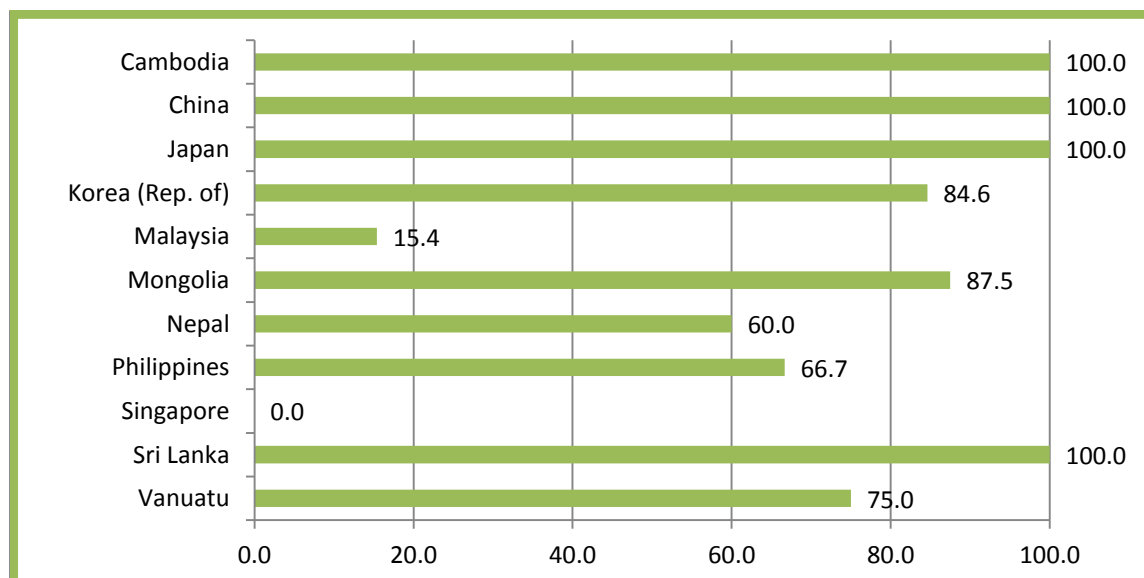
Figure A.1 Percentage of national documents addressing macroeconomic and sectoral policies targeting youth*



*This includes labour demand measures which fall under fiscal policy.

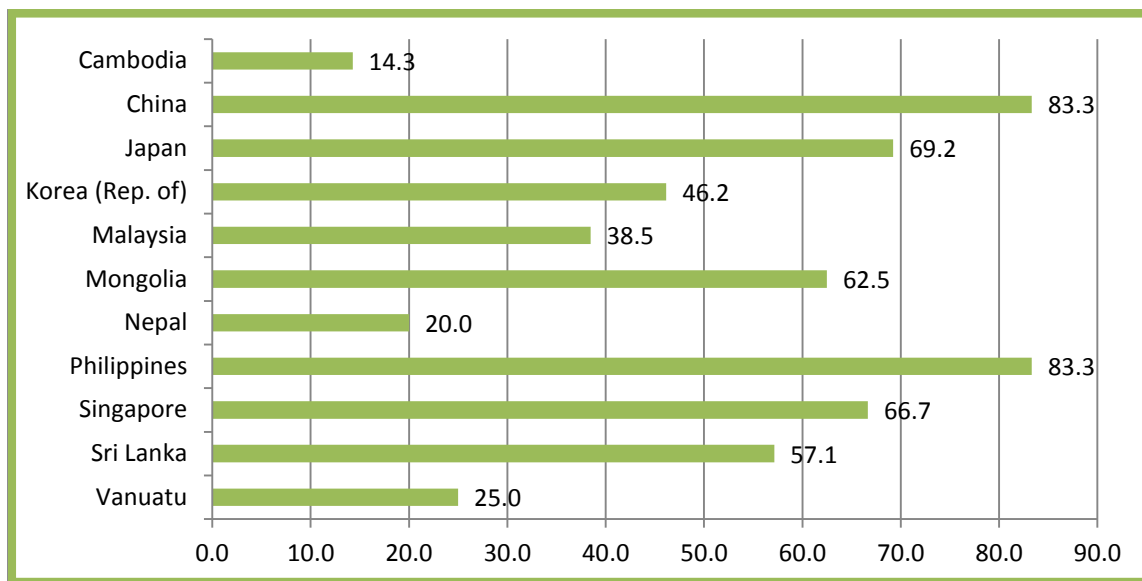
Source: YouthPOL 2014.

Figure A.2 Percentage of national documents addressing education and training for youth



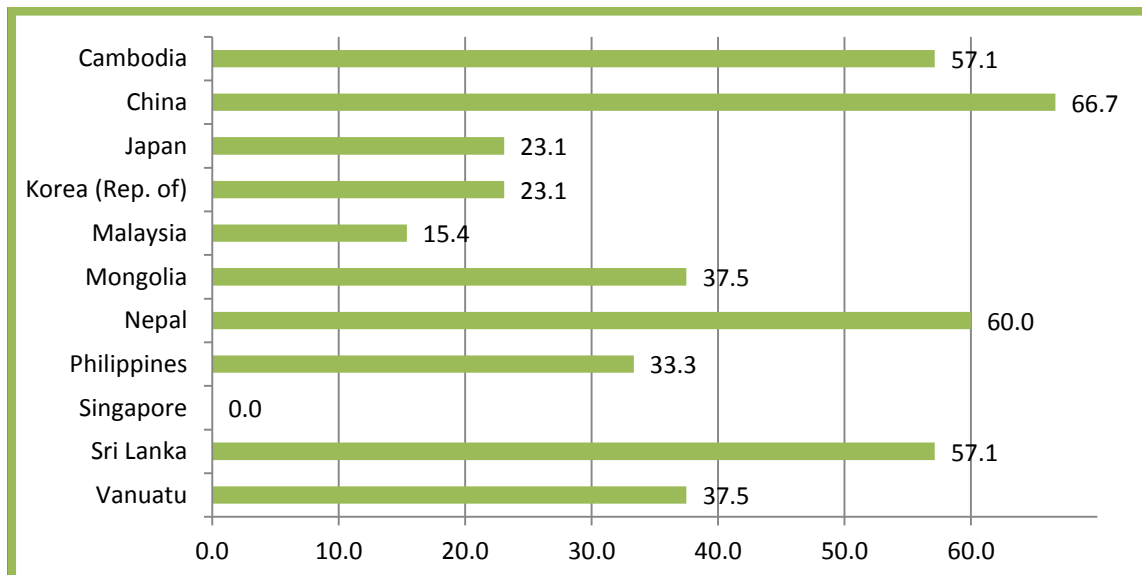
Source: YouthPOL 2014.

Figure A.3 Percentage of national documents addressing labour market policies for youth



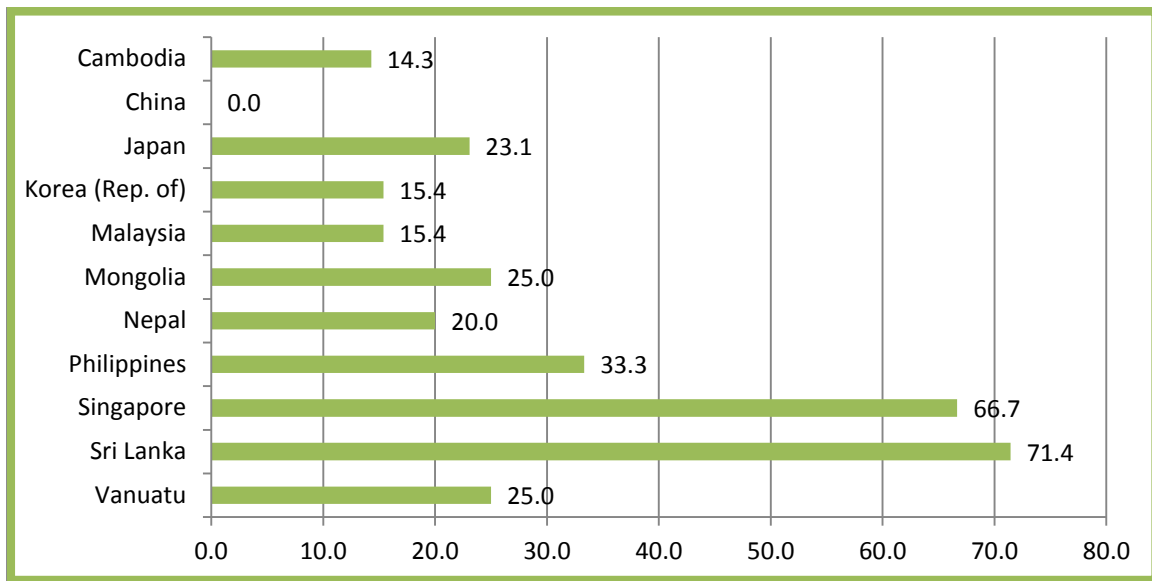
Source: YouthPOL 2014.

Figure A.4 Percentage of national documents addressing enterprise development for young people



Source: YouthPOL 2014.

Figure A.5 Percentage of national documents addressing rights at work for young people



Source: YouthPOL 2014.

Annex IV. Additional list of policy documents from relevant tables

Table A.1 Documents with measures for technical vocational education and training

Country	Title of document
Cambodia	<p>Education Strategic Plan 2014-2018</p> <p>Non-Formal Education National Action Plan 2008-2015</p> <p>National Policy on Cambodian Youth Development</p> <p>The Law on Education (Consolidated to 2007)</p> <p>Rectangular Strategy for Growth, Employment, Equity and Efficiency Phase III</p>
China	<p>Employment Promotion Plan</p> <p>National Outline for Medium and Long-Term Education Reform and Development (2010-2020)</p> <p>Law of the People's Republic of China on Promotion of Employment</p> <p>The Twelfth Five-Year Plan for National System of Basic Public Services of the People's Republic of China</p> <p>Outline of National Medium and Long-term Talents Development Programme</p> <p>Twelfth Five-Year Plan of Ministry of Human Resources and Social Security</p>
Japan	<p>Employment Security Law (Consolidated to 2007)</p> <p>Japan Revitalization Strategy</p> <p>Vision for Children and Young People</p>
Korea, Republic of	<p>Framework Act on Employment Policy (Act No. 4643) (consolidated to 2014)</p> <p>Lifelong Education Promotion Strategy (2013-2017)</p> <p>Special Act on the Youth Employment Promotion (Presidential Decree No. 21889) (consolidated to 2013, with and additional amendment of 2013)</p> <p>Promotion of Industrial Education and Industry-Academic Cooperation Act (Act No. 11682) (consolidated to 2013, with an additional amendment of 2013)</p> <p>Roadmap towards an Employment Rate of 70%</p> <p>Act on Fostering and Supporting Agricultural and Fisheries Enterprises (Presidential Decree No. 21774) (consolidated to 2013)</p> <p>Special Act for Human Resources of Small and Medium Enterprises (Act No. 8852) (consolidated to 2012, with an additional amendment of 2013)</p> <p>Comprehensive Measures for Youth Employment</p>
Malaysia	<p>New Economic Model for Malaysia</p> <p>Malaysia Education Blueprint 2013-2025</p> <p>Tenth Malaysia Plan 2011-2015</p> <p>Education Act (consolidated to 2006)</p> <p>Human Resources Development (Amendment of First Schedule) Order 2000</p> <p>National Youth Development Policy and Plan of Action</p>

	National Higher Education Action Plan (PSPTN) Phase 2 (2011-2015)
Mongolia	<p>Law of Mongolia on Vocational Education and Training (consolidated to 2012)</p> <p>State Policy on Herders and Action Plan</p> <p>National Programme on Promotion of Youth Development</p> <p>The Action Programme of the Government of Mongolia for 2012-2016</p> <p>Millennium Development Goals-based Comprehensive National Development Strategy of Mongolia</p>
Nepal	<p>National Youth Policy, 2010</p> <p>Labour and Employment Policy 2005 (2062 BS)</p> <p>TEVT Skill Development Policy, 2007 (2064 B.S)</p>
Philippines	<p>Philippine Development Plan 2011-2016</p> <p>The National Technical Education and Skills Development Plan 2011-2016</p> <p>The Philippines Labour and Employment Plan 2011-2016</p>
Sri Lanka	<p>National Youth Policy Sri Lanka</p> <p>Sri Lanka, The Emerging Wonder of Asia; Mahinda Chintana Vision For The Future</p> <p>National Human Resources and Employment Policy</p> <p>National Action Plan for Youth Employment</p> <p>Employment of Women, Young Persons, and Children Act (No. 47 of 1956) (consolidated to 2006)</p>
Vanuatu	<p>Vanuatu National Youth Development Policy 2012-2022 and Strategic Plan of Action 2012-2015</p> <p>Planning Long, Acting Short 2013-2016</p> <p>Priorities and Action Agenda 2006-2015 2012 Update</p> <p>Vanuatu Education Sector Strategy 2007-2016</p>

Source: YouthPOL 2014.

Table A.2 Documents with measures providing scholarships and other incentives to access education and training

Country	Title of document
Cambodia	Education Strategic Plan 2014-2018 Non-Formal Education National Action Plan 2008-2015 The Law on Education (Consolidated to 2007)
China	Employment Promotion Plan National Outline for Medium and Long-Term Education Reform and Development (2010-2020) The Twelfth Five-Year Plan for National System of Basic Public Services of the People's Republic of China Outline of National Medium and Long-term Talents Development Programme Twelfth Five-Year Plan of Ministry of Human Resources and Social Security
Japan	Youth Independence Challenge Plan (General Plan for Career Education) Japan Revitalization Strategy
Korea, Republic of	Act on Fostering and Supporting Women Scientists and Technicians (Act No. 6791) (consolidated to 2013, with an additional amendment of 2013) Promotion of Industrial Education and Industry-Academic Cooperation Act (Act No. 11682) (consolidated to 2013, with an additional amendment of 2013) Special Act on Support of Scientists and Engineers for Strengthening National Science and Technology Competitiveness (Act No. 7204) (consolidated to 2012, with an additional amendment of 2013)
Malaysia	Blueprint on Enculturation of Lifelong Learning for Malaysia 2011-2020 Malaysia Education Blueprint 2013-2025 Tenth Malaysia Plan 2011-2015 Education Act (consolidated to 2006) National Higher Education Action Plan (PSPTN) Phase 2 (2011-2015) Skills Development Fund Act 2004 (consolidated to 2006) Perbadanan Tabung Pendidikan Tinggi Nasional Act (consolidated to 2006) The Action Programme of the Government of Mongolia for 2012-2016 State Policy on Herders and Action Plan
Nepal	National Youth Policy, 2010 TEVT Skill Development Policy, 2007 (2064 B.S)
Philippines	The Special Programme for Employment of Students Act (with additional amendment of 2008) The National Technical Education and Skills Development Plan 2011-2016 The Philippines Labour and Employment Plan 2011-2016 Philippine Development Plan 2011-2016

Sri Lanka	National Youth Policy Sri Lanka Sri Lanka, The Emerging Wonder of Asia; Mahinda Chintana Vision For The Future National Human Resources and Employment Policy National Action Plan for Youth Employment
Vanuatu	Vanuatu National Youth Development Policy 2012-2022 and Strategic Plan of Action 2012-2015 Vanuatu Education Sector Strategy 2007-2016

Source: YouthPOL 2014.

Table A.3 Documents with measures on career education and career guidance

Country	Title of document
Cambodia	Education Strategic Plan 2014-2018
China	Employment Promotion Plan The Twelfth Five-Year Plan for National System of Basic Public Services of the People's Republic of China Outline of National Medium and Long-term Talents Development Programme Twelfth Five-Year Plan of Ministry of Human Resources and Social Security
Japan	Basic Plan for Working Youth Welfare Measures (No. 9) Basic Policies for Employment Measures Vision for Children and Young People Employment Security Law (Consolidated to 2007) Youth Independence Challenge Plan (General Plan for Career Education) Basic Guidelines on Measures Respecting the Improvement of Labour Management in Small and Medium-sized Enterprises to secure the Workforce
Korea, Republic of	Framework Act on Employment Policy (Act No. 4643) (consolidated to 2014) Special Act on the Youth Employment Promotion (Presidential Decree No. 21889) (consolidated to 2013, with and additional amendment of 2013) Promotion of Industrial Education and Industry-Academic Cooperation Act (Act No. 11682) (consolidated to 2013, with an additional amendment of 2013) Special Act on Support of Scientists and Engineers for Strengthening National Science and Technology Competitiveness (Act No. 7204) (consolidated to 2012, with an additional amendment of 2013) Act on Fostering and Supporting Women Scientists and Technicians (Act No. 6791) (consolidated to 2013, with an additional amendment of 2013) Comprehensive Measures for Youth Employment
Malaysia	Malaysia Education Blueprint 2013-2025
Mongolia	Law of Mongolia on Employment Promotion (consolidated to 2012) National Programme on Promotion of Youth Development
Nepal	TEVT Skill Development Policy, 2007 (2064 B.S) Labour and Employment Policy 2005 (2062 BS)
Philippines	The National Technical Education and Skills Development Plan 2011-2016
Sri Lanka	National Youth Policy Sri Lanka Sri Lanka, The Emerging Wonder of Asia; Mahinda Chintana Vision For The Future National Human Resources and Employment Policy National Action Plan for Youth Employment

Vanuatu	Vanuatu National Youth Development Policy 2012-2022 and Strategic Plan of Action 2012-2015 Vanuatu Education Sector Strategy 2007-2016
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Source: YouthPOL 2014.

Table A.4 Documents with active labour market policy measures

Country	Title of document
Cambodia	Rectangular Strategy for Growth, Employment, Equity and Efficiency Phase III National Policy on Cambodian Youth Development
China	Employment Promotion Plan National Outline for Medium and Long-Term Education Reform and Development (2010-2020) Law of the People's Republic of China on Promotion of Employment The Twelfth Five-Year Plan for National System of Basic Public Services of the People's Republic of China Twelfth Five-Year Plan of Ministry of Human Resources and Social Security Employment Promotion Plan
Japan	Basic Plan for Working Youth Welfare Measures (No. 9) Basic Policies for Employment Measures Japan Revitalization Strategy Employment Measure Act (Consolidated to 2009) Vision for Children and Young People Employment Security Law (Consolidated to 2007) Youth Independence Challenge Plan (General Plan for Career Education) Working Youth Welfare Law (Consolidated to 2011)
Korea, Republic of	Comprehensive Measures for Youth Employment Special Act on the Youth Employment Promotion (Presidential Decree No. 21889) (consolidated to 2013, with and additional amendment of 2013) Roadmap towards an Employment Rate of 70% Special Act on Support of Scientists and Engineers for Strengthening National Science and Technology Competitiveness (Act No. 7204) (consolidated to 2012, with an additional amendment of 2013) Special Act for Human Resources of Small and Medium Enterprises (Act No. 8852) (consolidated to 2012, with an additional amendment of 2013)
Malaysia	National Higher Education Action Plan (PSPTN) Phase 2 (2011-2015) Malaysia Education Blueprint 2013-2025 Tenth Malaysia Plan 2011-2015
Mongolia	The Action Programme of the Government of Mongolia for 2012-2016 National Programme on Promotion of Youth Development Law of Mongolia on Employment Promotion (consolidated to 2012)
Nepal	National Youth Policy, 2010 Labour and Employment Policy 2005 (2062 BS)
Philippines	Philippine Development Plan 2011-2016 The National Technical Education and Skills Development Plan 2011-2016 The Philippines Labour and Employment Plan 2011-2016

Singapore	Development Framework for Youth Workers
Sri Lanka	National Action Plan for Youth Employment Sri Lanka, The Emerging Wonder of Asia; Mahinda Chintana Vision For The Future National Human Resources and Employment Policy
Vanuatu	Vanuatu National Youth Development Policy 2012-2022 and Strategic Plan of Action 2012-2015

Source: YouthPOL 2014.

Table A.5 Documents with measures promoting access to finance for youth

Country	Title of document
Cambodia	Education Strategic Plan 2014-2018 National Policy on Cambodian Youth Development National Policy on Non-Formal Education
China	Employment Promotion Plan
Japan	Vision for Children and Young People Japan Revitalization Strategy
Korea, Republic of	Comprehensive Measures for Youth Employment Act on Fostering and Supporting Agricultural and Fisheries Enterprises (Presidential Decree No. 21774) (consolidated to 2013)
Malaysia	National Higher Education Action Plan (PSPTN) Phase 2 (2011-2015)
Mongolia	Law of Mongolia on Employment Promotion (consolidated to 2012) National Programme on Promotion of Youth Development
Nepal	National Youth Policy, 2010 Industrial Policy, 2011 Labour and Employment Policy 2005 (2062 BS)
Sri Lanka	National Youth Policy Sri Lanka Sri Lanka, The Emerging Wonder of Asia; Mahinda Chintana Vision For The Future National Human Resources and Employment Policy National Action Plan for Youth Employment
Vanuatu	Vanuatu National Youth Development Policy 2012-2022 and Strategic Plan of Action 2012-2015

Source: YouthPOL 2014.

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