

## EMPLOYMENT POLICY IMPLEMENTATION MECHANISMS ACROSS COUNTRIES<sup>1</sup>

The ILO and its constituents have made significant progress in developing national employment policies (NEPs). However, unless appropriate institutional arrangements can be put in place to ensure their timely and effective implementation, even sound policies may not produce the desired results. To respond to the increasing requests from its constituents for assistance in NEP implementation, the ILO launched a research project on “a comparative analysis of employment policy implementation mechanisms in selected countries”. Case studies<sup>2</sup> and a synthesis report were published in the form of working papers. This research brief presents the synthesis: it defines NEP implementation mechanisms by three pillars – coordination structure, accountability system and support system – and examines the similarities and differences in selected countries.

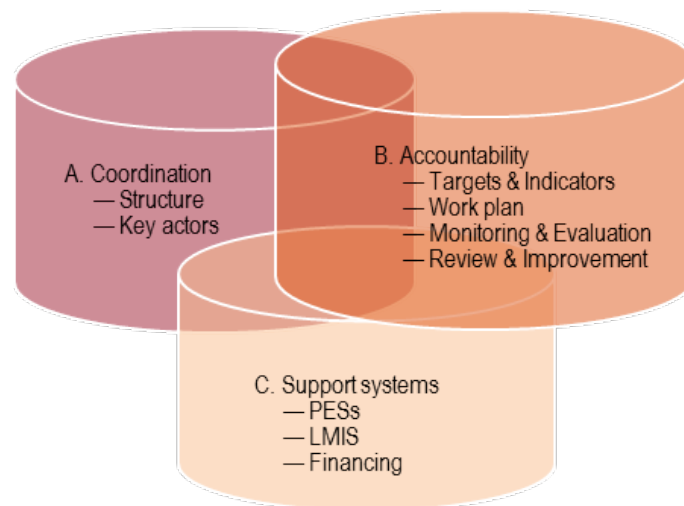
### 1. Overview of employment policies in selected countries

Employment policy covers different areas, which vary from country to country. Some countries adopt a comprehensive approach focusing on both the demand and supply sides, attaching importance to macroeconomic and sectoral policies in addition to labour market policies (LMPs) such as training and retraining, employment services, wage subsidies or public employment programmes. Others focus on LMPs, with economic policies set independently to achieve desired inflation or economic growth rates and only indirectly contributing to employment generation. Table 1 in the Annex succinctly describes the composition of employment policies in the countries selected under the ILO research project. There is a large variation in the institutional frameworks, the mandates of the agencies involved and the scope of the policy tools, but in most cases a wide range of agencies and tools are utilized, requiring effective implementation and coordination mechanisms. Employment is not a target that can be achieved and sustained with a single policy measure: a diversified array of complementary instruments in different areas is necessary.

### 2. Basic framework of NEPs implementation: Three pillars

Countries also differ in the scope of their mechanisms for NEP implementation, although they generally start by setting employment targets followed by making an action plan, allocating a budget, introducing monitoring and evaluation mechanisms, and finally reviewing and improving policies. The various institutions, agencies and tools used to achieve the objectives of the NEP can be basically grouped into three pillars of implementation: coordination, accountability, and support systems (see Figure 1).

**Figure 1. Three pillars of NEPs implementation**



Source: the Author

## 2.1. Pillar A. Coordination

The cross-cutting nature of employment policy makes coordination a critical aspect of implementation. As employment policies can involve a large number of government departments which deal with economic activities in a large number of sectors, a horizontal coordination mechanism is needed in order to provide a complete picture of the employment dimension of different policies and ensure coherence and synergies. Furthermore, in countries with a decentralized administration, the implementation of employment policy may be delegated to local government, even if the task of formulating the policies is in the hands of the national government. In this case, vertical coordination between national and local government agencies also becomes important. It is worth noting that in most cases local government is not only involved in delivery, but can also be institutionally involved in local policy design.

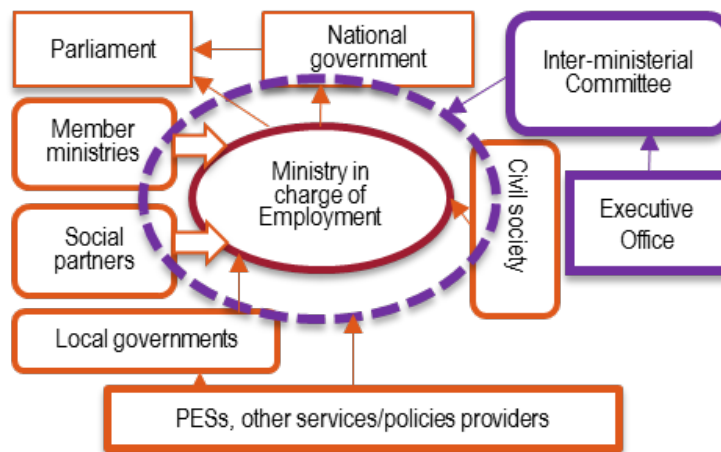
The coordination structures therefore can have three interlinked parts: (a) inter-ministerial coordination at the national level, (b) inter-departmental coordination at the local level, and (c) vertical coordination between the national and local governments. Countries such as Argentina, Burkina Faso, China, Germany, the Republic of Korea and South Africa that were covered in the ILO study, all made use of similar structures to coordinate employment policy design and implementation (see Table 2 in the Annex).

The role of national and local governments in NEP implementation depends on the administrative system in place, the usual pattern being the formulation of policies at the national level with responsibility for implementation delegated to the local level (e.g. in Argentina and Brazil). Local government either incorporates the local context into implementation actions or makes their own employment policies, while the national government conducts monitoring and evaluation, and finances NEP implementation (e.g. in China and the Republic of Korea). In many cases (e.g. Brazil, China, the European Union (EU) and the Republic of Korea), national control over the disbursement of funds to the local level helps enhance vertical coordination.

### 2.1.1. Strengths and weaknesses of the coordination structures

Countries which adopt more comprehensive approaches to employment policy usually establish coordination structures that bring in a multiplicity of agencies within and outside government, including, for example, academia and social partners. Most importantly, the range of government agencies involved in such cases include ministries dealing with finance, economic affairs, production and trade (e.g. in Burkina Faso and Germany), as well as the central bank in some cases (e.g. in China and South Africa). In countries where employment policy does not explicitly encompass broad economic policies, the basic coordination structure does not include ministries/agencies dealing with those matters. In such cases, ultimately parliament and government are the policy making bodies that account for some form of coordination by means of providing overall guidelines and supervision.

**Figure 2. Main actors in NEP coordination structures**



Source: the Author

The involvement of multiple actors and layers of administration can be expected in implementing policies in a complex area like employment. In some cases, too complex a framework may make implementation cumbersome and result in delays and overlapping; Marock and Grawitzky (2014) discuss how to tackle this in the case of South Africa. Even with the necessary involvement of multiple stakeholders, coordination structures can be made to work effectively and efficiently. The functions and tasks of these structures and of each member – including the lead – must be clearly defined in order to avoid potential conflicts and inefficiency that may be caused by the duplication of responsibilities across ministries. The case studies under the ILO project suggest that the coordination capability of the ministry in charge of employment and the active involvement of the ministry of finance are the driving forces of a successful coordination mechanism. There are several ways to designate the lead role, for example by:

- Decree from a high level office: in China, the State Council designated the Ministry of Human Resource and Social Security as the lead for employment policy coordination through the Inter-Ministerial Meeting in 2003; this was later enshrined in the 2008 Employment Promotion Law.
- Law: in the Republic of Korea, the 2010 Framework Act on Employment did the same for the Ministry of Employment and Labour in the Employment Policy Council.
- Policy document: in Burkina Faso, the 2008 NEP and Employment Action Plan did so for the Ministry of Youth and Employment in the Technical Committee of the National Council for Employment and Vocational Training (CNEFP).

If the ministry of labour and/or employment is assigned this role, experience suggests it is essential to ensure it has the necessary capacity, both technically and politically.

In countries with both national and local governments involved in implementing employment policy, vertical coordination becomes extremely important, as in the case of Argentina, Brazil, China, Germany, the Republic of Korea and South Africa. The tasks and responsibilities of local level entities should be clearly defined in order to avoid overlapping responsibilities. The task of vertical coordination becomes even more complex where local governments have their own funds and can formulate and implement their own programmes.

### **2.1.2. The roles of key actors**

Country experiences also shows how it is important that each of the actors involved plays its role. It is especially useful for the coordination structure to be supervised by a higher level office to legitimize and prioritize the process of making and implementing NEPs; this is the case in Burkina Faso (the Prime Minister), China (the Vice Premier), the European Union (the European Commission) and the Republic of Korea (the President).

The members of the coordination structure at the national level should include not only the relevant ministries and social partners, but also local government, where employment policies are rooted and implemented at the local level (e.g. in Argentina, China, Germany, the Republic of Korea and the United Kingdom).

Social partners should be actively involved in the process of NEPs formulation and implementation. This can take various forms, including:

- In the national coordination body, as in Argentina (the Council on Employment, Productivity, and the Vital and Mobile Minimum Wage), Burkina Faso (the National Council for Employment and Vocational Training (CNEFP)), China (the Inter-Ministerial Meeting), and the Republic of Korea (the Employment Policy Council).
- In sectoral coordination bodies, as in Argentina (e.g. the Sectoral Councils for Job Skills Certification and Training).
- In the implementation body, as in Brazil (the Workers' Support Fund Council (CODEFAT)) and Germany (the Federal Employment Agency – where workers' and employers' representatives are members of the boards and administrative committees at all levels of the Agency).

## **2.2. Pillar B. Accountability system**

Accountability is the obligation to demonstrate that policy has been designed and implemented effectively, and to report on results in a timely and accurate manner. The employment policy accountability system generally comprises seven elements: (a) national level priorities with goals and targets, (b) work plans with specific targets and measures, (c) a budget allocation, (d) a performance framework with delivery plan and indicators of outcome, (e) statistics and reporting, (f) monitoring and evaluation, and (g) adjustment and improvement of employment policy.

### **2.2.1. General framework and comparison of the accountability system**

Countries use accountability frameworks that broadly follow the sequence described above. The starting points are generally the national level priorities and goals – sometimes with distinctive employment targets as in the case of Argentina – which are translated into work plans or action plans with performance indicators associated with specific targets.

The next step is to have budgetary allocations that may come from the national or local level. Some countries have an explicit performance framework with indicators of outcomes and a delivery plan, as in the case of China, Germany, South Africa and the United Kingdom. For instance, in China the NEP focuses on four indicators: (1) the number of new jobs created, (2) the registered urban unemployment rate, (3) the number of persons re-employed, and (4) the number of persons from target groups employed. Progress and performance in implementation are monitored through a system of statistics gathering and reporting, while evaluation is carried out to assess the impact of policies on various employment-related outcomes.

The final stage in this process is to translate the results of monitoring and evaluation into adjustments and improvements to the employment policies and programmes.

This stylized description of the accountability system followed by various countries has differences in the detail. For instance, there are differences in the scope of employment policy that are reflected in the accountability systems. In South Africa, for example, the system includes examination of the impact of macroeconomic policies as well as elements of active labour market policies (ALMPs), while other countries may not have formal mechanism nor devote the same degree of attention to the former. Differences are also found in the approach to monitoring and evaluation, especially in the degree of independence and transparency of the system (see Table 3).

**Table 3. Accountability system of employment policy in selected countries\***

Countries	Nature of work plan	Allocating budget	Monitoring & Evaluation	Statistics & reporting
<b>Argentina</b>	A strategic plan as a management planning tool	The National Employment Fund	Results-based management methodology and a policy assessment system organized by the Office of Studies and Statistics	The Ministry of Labour, Employment and Social Security and provincial governments have Labour Market Observatories
<b>Brazil</b>	Work Plans implemented by signing Agreements with local actors	The Worker's Support Fund	Independent institution of evaluation	Annual financial and physical report by local governments and executing agencies
<b>Burkina Faso</b>	Action Plans at national and regional levels	Overall budget allocation	The National Observatory of Employment and Vocational Training; The Technical Committee	Annual report
<b>China</b>	Work Plans at the national and local levels	The Employment Fund; Unemployment Insurance	Inspection and evaluation; social supervision	Quarterly reports
<b>European Union (EU)</b>	Annual Growth Survey; National Reform Programmes	The European Social Fund	Country Specific Recommendations (CSRs); monitoring by key indicators	The European Semester
<b>Germany</b>	Annual work plans	The financing system is twofold: the unemployment insurance system and the unemployment benefit system	A contract management system; a ranking system. Labour market information system is provided and administered by the Federal Employment Agency	A comprehensive statistical reporting system. Data is provided by local and regional actors, especially the Chambers of Commerce and Industry and regional statistical offices
<b>Republic of Korea</b>	An action plan based on the employment impact assessment programme (see pp. 14-15)	Employment Insurance Fund	The Employment Impact Assessment Programme; The Local Job Creation Strategy Notice System; The Employment Insurance Assessment Centre	The national employment strategy is reviewed monthly; other reviews are organized quarterly
<b>South Africa</b>	A work plan and financing plan	The Job Fund; Unemployment Insurance Fund; Employment Creation Fund; Job Creation Trust	The Department of Performance Management and Evaluation, the National Evaluation Policy Framework of National Evaluation System	Monitoring system from top to bottom; the Implementation Forum (IF) produces reports based on the departments' report
<b>United Kingdom</b>	A business plan with key actions	A financial plan supporting the business plan	A framework for performance indicators and a delivery plan	Monthly progress and performance reporting

\* For examples of recent key employment targets, see Table 1 in Annex  
Source: the Author

### 2.2.2. Key elements of the accountability system

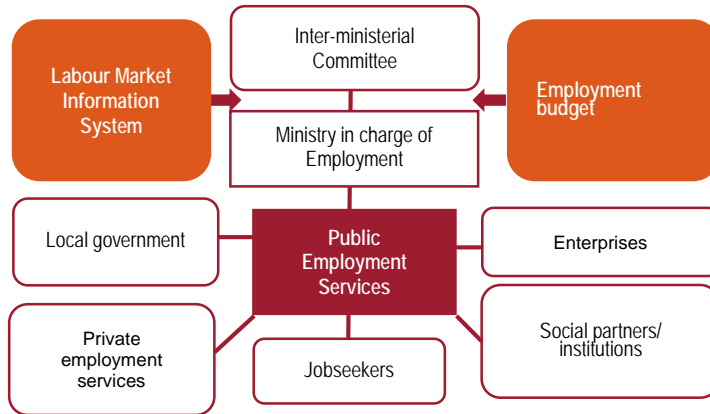
The effectiveness of the accountability system of employment policy depends on a variety of factors that include:

- The overall priorities are clearly articulated and translated into measurable targets.
- Drawing up sound action plans and implementation strategies for each target with a clear timeframe so that the actual outcome can be compared with the expected results, such as the 2008 NEP and Employment Action Plan in Burkina Faso or the three-year strategic plans in Argentina.
- Budgetary allocations are made with a clear indication of responsibilities as well as clear links with specific employment policy. This can be established contractually with the implementing agent(s), as in the case of Brazil (state governments, large municipalities, unions and NGOs), China (the Target Responsibility System with local governments and the relevant departments), and Germany (with local Federal Employment Agency and job centres) and the United Kingdom (with the private contractors delivering employment services).
- A performance framework is defined with indicators of outcomes, with some countries (e.g. China, Germany, South Africa, the Republic of Korea and the United Kingdom) setting SMART (i.e. Specific, Measurable, Achievable, Relevant, and Time-bound) indicators to assess the progress and achievements of NEP implementation.
- A statistical and reporting system covers the entire policy domain and the system performs well, as in South Africa's Department of Performance Management and Evaluation.
- There is provision for an independent monitoring and evaluation system, such as the Federal Employment Agency's research institute in Germany, and the Employment Impact Assessment Centre in the Republic of Korea. Moreover, such policy performance assessments can serve as the basis for calculating future budget allocations (e.g. in the Republic of Korea).
- A transparent system of accounting is put in place, such as in Germany (Federal Employment Agency and job centre spending and use of different ALMPs) and the United Kingdom (the Department for Work and Pensions publishes the inputs and impact indicator figures online). This is usually provided through a variety of institutions:
  - a) A separate independent and specialized government agency (e.g. the Federal Audit Agency and National Budget Office in Argentina and the National Audit Office in China).
  - b) A specialized unit within the ministry in charge of employment or implementing entity (e.g. the audit units of the Ministry of Labour, Employment and Social Security in Argentina and of the various implementing Federal Departments in Brazil).
  - c) A separate independent non-governmental institution (e.g. the ad hoc audits commissioned by the Workers' Support Fund Council (CODEFAT) in Brazil).

### 2.3. Pillar C. Support systems

A variety of support systems may be used to support NEP implementation, which become more complex the more comprehensive an employment policy is. But three basic elements are common to most cases: (a) the public employment services (PESs), (b) labour market information systems (LMIS), and (c) the employment budget (see Figure 3).

**Figure 3. Supporting tools of NEP implementation**



Source: the Author

### 2.3.1. Public employment services (PESs)

Efficient PESs play a key role in employment policy implementation, monitoring and evaluation. The PES centres perform functions such as employment counselling and placement, data collection and often the delivery of passive (unemployment insurance) and active labour market policies (training etc.). The progress and effects of overall employment policy implementation can be monitored and evaluated by the PESs, as they play a role in collecting labour market information. Yet coverage of the services in both developing and developed countries can prove a challenge, especially for hard-to-reach and disadvantaged populations. Countries have undertaken various measures to remedy this, such as:

- Expanded coverage: extending services to the self-employed can help workers in the informal economy (e.g. in Argentina and Brazil), while a rural PES network can support NEP implementation in the rural economy (e.g. in China).
- Public-private partnership: for instance, the private employment services are increasingly contracted to provide services for the long-term unemployed in Germany and the United Kingdom.
- “One-stop shops”: the effectiveness of ALMPs can be increased if employment services are combined with social services. The basic idea from country experience is to establish a one-stop shop for PESs where employment services and training would be provided in coordination with unemployment insurance; Germany and the United Kingdom are experimenting with this system.

### 2.3.2. Labour market information systems (LMISs)

The use of ALMPs and PESs needs to be accompanied by a good LMIS so that the results and impact of the policies can be periodically assessed and policies adjusted accordingly. The quality of the LMIS varies substantially: developed countries usually have much better and more up-to-date systems. LMISs can be constituted from various sources, such as:

- Various types of labour force and business surveys, as in Argentina for, among other things, child labour, gender employment dynamics and social protection coverage. These are usually organized by the national statistical office in close cooperation with the ministry in charge of employment and other relevant entities.
- PESs, as in China, Germany and the United Kingdom. However, in a country whose economy is predominantly rural with a labour market characterized by the existence of a substantial informal sector, conventional employment services need innovations and reforms, so as to increase the capacity of LMIS by extending its coverage.
- Social partners, such as Chambers of Commerce and Industry in Germany.



### 2.3.3. The employment budget

Employment budget allocation and management to a large degree ensure the NEP implementation. It is important to link the employment budget to government budget. The size of the annual budget allocation is determined by the annual employment targets and specific employment policies and programmes to be implemented during the year. As a part of employment policy, the employment budget has also to be monitored and evaluated to ensure the NEP implementation more cost-effective.

There are differences in funding mechanisms for the employment budget, usually outlined in the constitution (e.g. Brazil's 1988 Federal Constitution), laws (e.g. China's 2008 Employment Promotion Law) or the NEP document itself (e.g. Burkina Faso's 2008-2014 NEP). Four main sources to finance employment policy are found in the countries examined in the ILO study (see Figure 4), with governments often relying on a combination of these.

- Government overall budget – funding is allocated from the national budget for employment policy through the ministry in charge of employment (e.g. in Argentina, Korea and South Africa) or implementing agency (e.g. part of the German Federal Employment Agency's budget). In the Republic of Korea, the Government regular budget offers limited funding for employment policy, mainly through applications by members of the Employment Policy Council for support for specific measures.
- Unemployment insurance – this is the surplus from the unemployment insurance fund contributions from government, employers and workers after meeting the needs of unemployment benefits. These surplus funds can constitute the preferred employment policy funding mechanism, as in Brazil and the Republic of Korea, or contribute to the overall employment budget as in China, Germany and South Africa. They can be earmarked for a specific range of employment policies: for example, in Brazil, the Federal Constitution mandates that 60 per cent of the unemployment insurance fund's monthly revenues be channelled to the national development bank to finance agricultural, industrial and infrastructure policies, as well as to be capitalized for economic downturns, when there is increased demand for unemployment benefits. In China, the unemployment insurance fund can be used to support the unemployed people who have contributed to the fund in their job search, skills training and some employment subsidy policies.

Figure 4. Financing employment policy



Source: the Author

- Special employment budgets – funding derives from separate budgets for specific employment policies and related costs, for instance, employment subsidy policies (e.g. Employment Fund in China), skills development (e.g. the Employment Fund in China and the National Skills Fund in South Africa), employment creation through innovation (e.g. the Job Fund in South Africa), and regional economic and social cohesion (e.g. the European Social Fund in the EU). These funds may come from special budget lines at the central government level, such as the Employment Fund in China or the European Social Fund in the EU, or be generated from separate contributions, such as the grant-levy system from employers for the National Skills Fund in South Africa. In China, local government also provides matching funding, with Central Government funding targeted at provinces and cities that have difficulties in self-financing policy implementation.
- External contributions – funding for employment policy that is contributed by external parties, such as donors or social partners. These can either be administered directly by the national government, as in the case of Employment Creation Fund in South Africa financed by the EU and the United Kingdom, or by the external parties themselves, as in South Africa's Business Fund (financed by employers) and Job Creation Trust (financed by workers).

### **2.3.4. Other support systems**

Other support systems relevant to NEP implementation include labour law and the labour inspectorate. For instance, Argentina uses workplace inspection to encourage transition from the informal to the formal economy, while Germany reformed its labour law in 2016 to combat non-standard forms of employment. In the Republic of Korea, staff from local labour inspectorates join On-Site Support Teams to support employment policy implementation at the enterprise level.

## **3. Concluding remarks**

The success of employment policy requires good design and good implementation. A well-formulated policy with clear articulation of goals, targets and strategies for achieving them should include a clear view of the set of implementation mechanisms that are required. Ideally, the policy framework should include macroeconomic and sectoral policies, as well as LMPs, in order to balance between demand- and supply-side interventions in the labour market. A multi-layered framework for implementation with special attention to the question of coordination is required. Even when there is no formal mechanism for policy coherence and coordination, the concern for employment should be taken into account in the process of formulating broad macroeconomic and sectoral policies.

The responsibility for coordination has to be set at a sufficiently high level, ideally supervised by the executive to legitimize and prioritize NEP formulation and implementation. The role of the ministry in charge of employment and its capability to have a coordinating function depend largely on the country's governance structure and the mandate given to that ministry. It is essential to ensure that the ministries of labour and/or employment – if in charge - are sufficiently equipped to play such a function.

Most countries have set up a coordination structure with both horizontal and vertical integration. Horizontal coordination is sought through inter-ministerial bodies at the national level and inter-departmental bodies at the local level, while vertical coordination is pursued through mechanisms that bring together various actors at the national and local level. An excessively complex coordination structure, however, may be cumbersome and generate additional problems and administrative delays. The issue, therefore, is not only the existence of the necessary institutions but also their efficiency.

Social partners are important in employment policy design, to ensure consensus and buy-in. Furthermore, tripartite consultations can be an important vehicle to support employment policy implementation. In some countries, workers' and employers' organizations are core members in the coordination structures at different levels.

The accountability system needs to start from well-articulated priorities and targets, with funding mechanisms as well as an action plan with a clear performance framework and indicators of expected outcomes in a specific timeframe. Assessment and evaluation of the impact of policies on the employment outcomes is easier when the expected outcomes are clearly defined. The independence of policy and programme evaluation is important for reliably assessing their effectiveness and drawing lessons for possible improvements of employment policies. The temptation to burden the policy implementation mechanism with too many targets and excessively rigid work plans should be avoided.

The support system needs to be comprehensive to encompass both demand- and supply-oriented interventions and ensure that reliable information on progress is available for timely assessment and to allocate the appropriate budget. Such a system needs to be built gradually and should be adapted to national circumstances and priorities. The scope and functions of public employment services (PESs) should be aligned to a country's level of development and its administrative capacity to deliver. The funding mechanism should have budgetary provisions for individual policy areas – for instance through separate budget lines or special employment funds - to facilitate proper accounting of results. A good statistical system should be in place develop the necessary labour market information system (LMIS). In addition to a general LMIS for monitoring the overall employment and labour market situation, there should be provisions for monitoring the performance of individual programmes. Periodic monitoring of results and fine-tuning of policy approaches and delivery modalities are essential to success.

#### 4. Annex: Tables 1 and 2

**Table 1. Summary information on employment policies in selected countries**

Country	Timeframe examined and key strategic documents	Some key targets	Policy instruments used
Argentina	2002-2012 (Employment Strategic Plan, 2012-2015)	<ol style="list-style-type: none"> <li>1) Reduce unemployment rate to less than 10% by 2015</li> <li>2) (Reduce non-registered employment to 30%</li> <li>3) Increase social protection coverage to 60% of the unemployed</li> <li>4) Reduce the incidence of working poor to less than 30%</li> </ol>	<ol style="list-style-type: none"> <li>1) Macroeconomic, industrial, social and labour policies</li> <li>2) Wage subsidies to firms severely affected by the 2008 global financial crisis</li> <li>3) Support to SMEs</li> <li>4) Tax waivers for formalizing employment</li> <li>5) Active employment policy including PES and training</li> <li>6) Vocational education and training network</li> <li>7) Employment generations programmes</li> </ol>
Brazil	1988-2013 (National Qualification Plan, 2003-2012) <sup>3</sup>	The National Qualification Plan of 2011 aimed to train 257,000 persons	<ol style="list-style-type: none"> <li>1) Increased credit availability</li> <li>2) Maintenance of public investment funds</li> <li>3) (ALMPs including PES, training, placements, incentives for start-ups, direct employment creation, target-oriented programmes</li> <li>4) Passive measures like unemployment insurance</li> </ol>
Burkina Faso	2008-2014 (National Employment Plan (NEP) and Employment Action Plan, 2008-2011*) <sup>4</sup>	The NEP of 2008 aimed to create 140,000 new jobs per year by 2010, of which 15,000 would be new jobs in the non-agricultural private sector	<ol style="list-style-type: none"> <li>1) Targeted programmes (e.g. youth, women and rural workers)</li> <li>2) Labour-intensive public works programmes</li> <li>3) Skills development, technical and vocational training</li> <li>4) Improving the functioning of labour market through regulatory framework and intermediation</li> <li>5) PES and support for private employment agencies</li> </ol>
China	2002-2017 (the Active Employment Policies in 2002, 2005, 2009, 2015 and 2017, and its annual work plans to implement the active employment policies)	Annual targets (in 2014) for: <ol style="list-style-type: none"> <li>1) New jobs (10 million)</li> <li>2) Registered urban unemployment rate (4.6%)</li> <li>3) Number of re-employed and laid-off workers (5 million)</li> <li>4) Number of disadvantaged persons employed (1.2 million)</li> </ol>	<ol style="list-style-type: none"> <li>1) Fiscal policy for re-employment of laid-off workers and promotion of new employment</li> <li>2) Fiscal policy for creation of jobs for college graduates</li> <li>3) Credit support for disadvantaged groups</li> <li>4) Joint action mechanism between social security and employment promotion</li> <li>5) PES</li> <li>6) Skills development and vocational training</li> </ol>
European Union (EU)	2000-2017 (EU Employment Guidelines of the Europe 2020 Strategy, 2010-2014**) <sup>5</sup>	EU Employment Guidelines target a 75% employment rate by 2020	<ol style="list-style-type: none"> <li>1) Co-funding national, regional and local projects to improve employment, job quality of jobs, and labour market outcomes</li> <li>2) Microcredits for vulnerable groups and social entrepreneurship</li> <li>3) Information, guidance and job placement services to facilitate worker mobility throughout the EU</li> </ol>
Germany	1997-2016 (EU Employment Guidelines of the Europe 2020 Strategy, 2010-2014**) <sup>5</sup>	EU Employment Guidelines target a 75% employment rate by 2020	<ol style="list-style-type: none"> <li>1) Strengthening investment in human capital</li> <li>2) Linking supply side instruments such as job search and training to the benefit system</li> <li>3) Incentives for start-ups</li> <li>4) Job rotation and job sharing</li> <li>5) Direct job creation</li> </ol>

Country	Timeframe examined and key strategic documents	Some key targets	Policy instruments used
Republic of Korea	2008-2017 (70% Employment Rate Roadmap, 2013-2017)	Employment rate of 70%	<ol style="list-style-type: none"> <li>1) Tax reform to encourage private sector job creation including tax credits for SMEs</li> <li>2) Reform of the welfare system to enhance incentives for low income earners to search for jobs</li> <li>3) Programmes targeted at youth and the elderly</li> <li>4) Skills development and training vouchers</li> <li>5) Expansion and strengthening of the PES</li> </ol>
South Africa	2009-2014 (National Development Plan, 2011-2030)	National Development Plan of 2011 targets unemployment rate of 6% by 2030 (implying creation of 11 million additional jobs, or 5.4% job growth per year)	<ol style="list-style-type: none"> <li>1) Pro-employment macroeconomic policies</li> <li>2) Industrial Policy Action Plan to promote growth of labour intensive industries</li> <li>3) Strategy for youth employment, apprenticeships</li> <li>4) Expanded public works and community works programmes</li> <li>5) PES</li> <li>6) Training lay-off scheme</li> </ol>
United Kingdom	1997-2014 (Get Britain Working, 2011-present)	Employment rate of 80%	<ol style="list-style-type: none"> <li>1) Wage subsidies</li> <li>2) Support for job search and job brokering</li> <li>3) Measures under Get Britain Working (skills training and labour market (re)activation initiatives)</li> <li>4) Direct job creation</li> </ol>

\* Subsequently extended: \*\* While the Strategy spans 2005-2020, the Employment Guidelines were revised in 2010 to cover the period until 2014.  
Source: Islam (2014)

**Table 2. Main coordination structures of the NEPs in selected countries**

	Coordination body	Year established and chair	Coordination structures	Functions	Nature and members	Frequency of meetings
Argentina	Federal Labour Council	1998, Ministry of Labour, Employment and Social Security (MLESS), Overseen by the Federal Assembly	1) A permanent secretary 2) An Executive Committee	Inter-governmental coordination	Horizontal and vertical: MLESS; the labour departments of each province and of the City of Buenos Aires	Holds meetings at least once a quarter
	Council on Employment, Productivity, and the Vital and Mobile Minimal Wage	1991, MLESS	1) The Vital and Mobile Minimum Wage and Unemployment Benefits Commission 2) The Employment Commission; 3) The Vocational Education and Training Commission; and 4) The Productivity Commission	A nationwide body	Tripartite: Representatives of the business sectors and trade unions (sixteen each)	Any member can call a meeting.
	Sectoral Councils for Job Skills Certification and Training	In the early 2000s, MLESS	Representatives of business, labour and government in different areas	skills coordination institution at the sectoral level	Tripartite: Ten members from the employers, workers, and the public sector in over forty areas of economic activity	
Brazil	Workers' Support Fund Council (CODEFAT)	1990, members in rotation	1) The Department of Employment Policies (SPPE) in the MTE is its secretariat	2) SPPE establishes agreements with the states, large municipalities, unions, and NGOs for implementation	Tripartite: 18 members from the Federal Government, workers and employers	Activities are established by an annual work plan
Burkina Faso	National Council of Employment and Vocational Training	2009, the Prime Minister	1) National Council for Employment and Vocational Training 2) Technical Committee 3) Technical Secretariat 4) Regional structures	An inter-ministerial and tripartite structure	Tripartite, horizontal and vertical: 58 members from government, social partners and civil society at national and local level	A regular annual meeting
China	Inter-Ministerial Meeting of Employment of the State Council	2002, the Vice Premier	1) The Department of Employment acts as executive office 2) the Inter-Departmental Meeting of Employment at local levels 3) the provincial governments 4) the Vice Premier of China	An inter-ministerial tripartite structure	Tripartite and horizontal: 21 members from government and social partners. The Vice Premier attends, and the Minister of Labour convenes the meeting	Meeting organized once a year. The office meets quarterly

	Coordination body	Year established and chair	Coordination structures	Functions	Nature and members	Frequency of meetings
European Union	European Semester	2010, the European Commission	Annual Growth Survey; Employment Guidance; National Reform Programmes; Country-Specific Recommendations; European Social Fund	Economic policy coordination mechanism	Horizontal and vertical: The European Commission and its Department of Employment, The European Parliament, the Council of the EU, the European Council. Member States	A yearly cycle of employment policy implementation and review
Germany	No specific coordination structure, but various inter-ministerial cooperation takes place through working groups and informal contacts	The Federal Ministry of Labour and Social Affairs (BMAS) makes policies, implementation is denationalized	<ol style="list-style-type: none"> <li>1) (The BMAS has important role in coordinating the implementation of employment policies</li> <li>2) The Federal Employment Agency (FEA) board of directors and administrative committees at various levels (e.g. Regionaldirektionen)</li> <li>3) Alliance for Initial and Further Training</li> </ol>	Liaises with the Parliamentary Committee on Labour and Social Affairs; supervises the FEA	Horizontal: All Federal ministries; Tripartite and vertical: Representatives from social partners	Inter-ministerial coordination with other federal ministries takes place continuously
Republic of Korea	National Employment Strategy Meeting	2010, the President of the Republic	<ol style="list-style-type: none"> <li>4) The Employment Policy Coordination Meeting</li> <li>5) The Public-Private Job Creation Consultative Committee</li> <li>6) The On-site job+ Team; and</li> <li>7) The Tripartite Commission</li> </ol>	An inter-ministerial and tripartite structure	Tripartite and horizontal: Members include government, political parties, institutes and experts	Monthly review the progress of policy implementation
South Africa	Implementation Forums, IF (Economic Sectors and Employment Cluster, ES&EC)	the Department of Rural Development and Science and Technology	<ol style="list-style-type: none"> <li>1) Cabinet Committee for the Economic Sectors, Employment and Infrastructure Development</li> <li>2) ES&amp;EC</li> <li>3) IF Task Team</li> <li>4) The Department of Performance Management and Evaluation</li> </ol>	Coordinator of employment creation	Horizontal: Three core ministries (economic development, finance, trade and development), and various other ministries	IF reports quarterly the implementation of the Outcome related to employment
United Kingdom	No specific coordination structure, but there are multi-level coordination system such as Boards and advisory committees	<ol style="list-style-type: none"> <li>1) Cabinet Office</li> <li>2) HM Treasury's Public Service Directorate, and</li> <li>3) the Prime Minister's Strategy Unit</li> </ol>	<ol style="list-style-type: none"> <li>1) DWP is responsible for employment and welfare policies</li> <li>2) Treasury's Public Service Directorate oversees major public sector expenditures</li> <li>3) local governments</li> <li>4) Jobcentre Plus</li> </ol>	Inter- and intra-departmental coordination function	Horizontal and vertical: Local government also plays a role in LMPs. Horizontal: deals with inter-departmental coordination	Coordination takes place within governance and management of the Government

## Endnotes

<sup>1</sup> This research brief is prepared by Yadong Wang, based on: (1) Islam (2014), Employment policy implementation mechanisms: A synthesis based on country studies, Employment Working Paper No.161 (Geneva, ILO), (2) 2014 Employment Working Paper No. 153, 154, 155, 156, 157, 158, 159, and 160, Employment Policy Department, Geneva: ILO, and (3) the respective research briefs of the above working paper. Nikhil Ray provided inputs and comments. Parisotto Aurelio reviewed the research brief.

<sup>2</sup> The following countries are covered: Argentina, Bosnia and Herzegovina, Burkina Faso, Brazil, China, Republic of Korea, South Africa, and the European Union (EU) including the United Kingdom and Germany. Apart from Argentina and South Africa, the other countries mentioned here have ratified ILO's Employment Policy Convention, 1964 (C122).

<sup>3</sup> <https://www.oitcinterfor.org/experiencia/programa-nacional-qualifica%C3%A7%C3%A3o-pnq-minist%C3%A9rio-do-trabalho-e-emprego-brasil>.

<sup>4</sup> p. 16 of the NEP - <http://www.onef.gov.bf/download/politique-nationale-emploi.pdf>.

<sup>5</sup> <http://ec.europa.eu/social/main.jsp?catId=101&intPagelId=3427>.

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