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Guide for the preparation of National Action Plans on Youth Employment



Guide for the preparation of National Action Plans on Youth Employment

Gianni Rosas and Giovanna Rossignotti

Youth Employment Programme
INTERNATIONAL LABOUR OFFICE

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Foreword

Over the past decade, youth employment has acquired growing prominence on the national and global development agendas, witnessing the magnitude of the challenge confronting countries worldwide, regardless of the stage of socio-economic development. Commitments to achieving the internationally-agreed target of full and productive employment and decent work for young people have been made at a number of international forums, including the 2005 World Summit. Despite some progress, effectively implementing a successful approach to youth employment remains a challenge.

There is, however, increased awareness that productive employment and decent work for young people cannot be achieved through fragmented and isolated interventions. Rather, it requires sustained, determined and concerted action by a wide number of actors. Importantly, it requires a coherent approach that articulates supportive policies centred on two basic elements: on the one hand, an integrated strategy for growth and job-creation and, on the other, targeted interventions to help young people overcome the specific barriers and disadvantages they face in entering and remaining in the labour market. This is indeed the general approach of the ILO's Global Employment Agenda, also embedded in the Resolution concerning youth employment adopted by the International Labour Conference in 2005, which provides our basic framework to advise countries in their efforts to strive towards more efficient, fairer and more equitable economies and labour markets.

There is also heightened recognition that the magnitude of the youth employment challenge requires us to work in partnership. Clearly the primary responsibility for promoting youth employment lies with States. Therefore, coherence, coordination and cooperation are needed across different government institutions and agencies, at central and local levels. But this alone is not enough. Governments need supportive enterprises that, in turn, need qualified workers, committed trade unions and collaborative youth groups and civil society at large. Increased policy coherence at the national and international levels across the entire UN system and the Bretton Woods institutions is equally critical to support countries in their efforts to achieve the Millennium Development Goals, and in particular to give young people everywhere the opportunity of a decent job. The Youth Employment Network – an alliance of the United Nations, the World Bank and the ILO – is an example of a global partnership which strives for better coherence, coordination and knowledge sharing on youth employment.

This Guide has been developed in response to the United Nations resolutions that invite the International Labour Organization, within the context of the Youth Employment Network and in collaboration with the UN Secretariat, the World Bank and other UN specialized agencies, to support governments in the elaboration of National Action Plans on Youth Employment (NAPs). These NAPs are not an end

in themselves, nor are they the only way countries can use to make youth employment a central objective of relevant national sectoral and development policies. They can be, though, a useful mechanism and a delivery vehicle for an integrated and comprehensive approach to youth employment that builds on the contribution and commitment of multiple actors.

This Guide will lead the ILO's work on youth employment over the coming years and will inform our policy advice to constituents in member States at the time they engage in the preparation of a NAP. We believe that the Guide is also useful to policy-makers, employers' and workers' organizations, youth groups and development actors as a framework to steer their action towards the goal of productive employment and decent work for young people – a goal that is central for progress and development.

José Manuel Salazar-Xirinachs
Executive Director
Employment Sector
ILO

Purpose of the Guide

This Guide seeks to respond to the need of countries to have a framework for the development of National Action Plans on Youth Employment (NAPs), as highlighted in the progress reports submitted by 41 countries for the first global analysis and evaluation of NAPs.¹ More specifically, this document is designed to:

- ensure a common understanding (among national and international partners) of the process desirable for supporting countries in preparing NAPs,
- suggest a practical step-by-step approach to developing NAPs through a concerted and coordinated process that draws on and fosters broad-based national ownership,
- provide guidance to countries – particularly government officials, representatives of employers' and workers' organizations, youth groups and other relevant stakeholders – to work together in preparing a balanced and comprehensive NAP,
- provide a methodological tool for the ILO and other international agencies through which they can pursue a common substantive approach to youth employment strategies, particularly to NAPs.

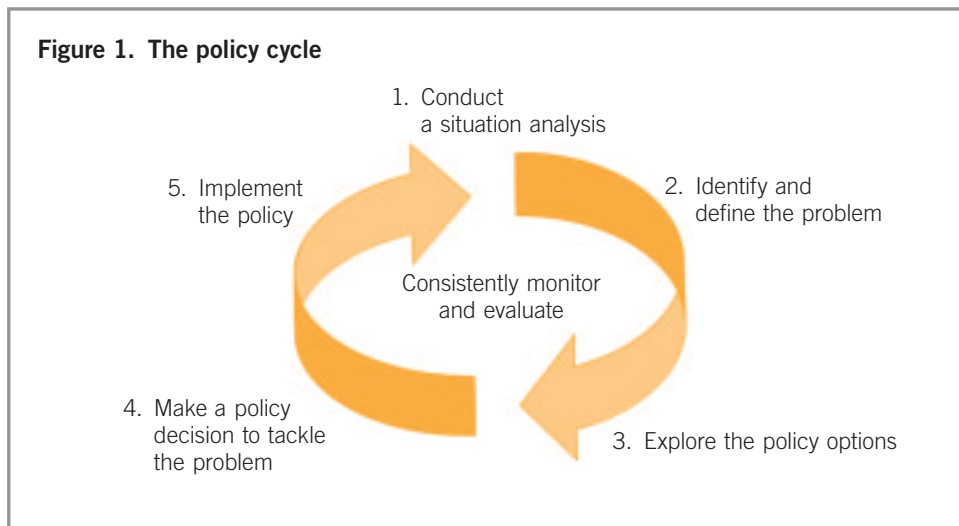
This Guide points to the desired process underpinning the development of a NAP as well as to the substantive framework that aims to support its development. More importantly, the NAP, as conceived in this Guide, is an *operational* document – a methodology to steer country action on youth employment on the basis of a common agreement reached by all interested parties.

The proposed **process** recognizes that youth employment problems cannot be tackled through fragmented and isolated interventions. Rather, they require sustained and concerted action – by several actors – over an array of policy areas. Participation and dialogue are, therefore, a necessary condition for developing NAPs that effectively meet the needs on the ground and respond to the concerns of the national stakeholders directly affected. Although the modalities for the engagement of these actors vary from country to country, the Guide suggests identifying, from the very start, those to be involved in the nationally-owned process and their respective roles so as to build on the know-how and experience of a wide array of actors.

The suggested **framework** for NAP development is based on the policy cycle approach – that is, situation analysis and identification of the main problems, generation of policy options and the planning for implementation (see Figure 1). In other words, the steps of the proposed framework cover all the development aspects that are instrumental and lead to the adoption of a youth employment policy and its implementation plan.

The guidelines underpinning the above-mentioned framework are not meant to be prescriptive, nor do they suggest methods of implementation of NAPs. Rather, they point

¹ See United Nations: *Global analysis and evaluation of national action plans on youth employment*, Report of the Secretary-General, (A/60/133), July 2005 and *Review of National Action Plans on Youth Employment: Putting Commitment into Action*, New York, 2007.



to the main components and a desirable content of the NAP, which can be adjusted to national circumstances. While the proposed approach should be considered as a common framework, some flexibility can be applied especially when information in the country is lacking. Tool 1 provides a proposed outline and content of the NAP document. All its different components are inter-linked and the completion of the tasks foreseen under each component is instrumental to move on to the subsequent one (e.g. the situation analysis is essential to identifying the main problems and defining the solutions and planning action accordingly).

The present Guide is divided into three main parts. Part I describes some issues to be considered when deciding on the development of a NAP and proposes a step-by-step approach to developing such a NAP through a participatory process that fosters broad-based national ownership. Part II presents the technical framework for developing a NAP and at the same time provides some guidelines on how to do so. This Part is divided into four sections. The first three sections contain a summary of the purpose and main guidelines for the work to be undertaken (presented in a box) and, through a set of tasks, point to information to be collected and analysed when drafting the relevant part of the NAP. The fourth section describes the different documents that should be appended to the NAP. Part III provides additional tools and reference material. Table 1 provides a summary description of the different sections of the Guide.

Table 1. Different sections of the Guide

SECTION	SUMMARY DESCRIPTION
PART I. Process for preparing NAPs	
Before engaging in the development of a NAP	Describes some issues to be considered when deciding about the development of a NAP.
Suggested phases for developing the NAP	Suggests a practical step-by-step process to develop a NAP building on broad-based national ownership.
PART II. Guidelines for developing NAPs	
<i>Section 1. Conducting the situation analysis</i>	
Overview of the economic and social context	Points to the trends of main macroeconomic indicators and the youth employment provisions of macroeconomic, sectoral and social policies.
Analysis of the youth labour market	Guides the analysis of the main indicators of the youth labour market, namely: demographic and education trends, labour force indicators, inactivity rates, wages and working conditions.
Review of existing policies and programmes affecting youth employment	Helps to assess existing employment and labour market policies and programmes that have an impact on the employment of young people in the following areas: i) education and training; ii) enterprise development; and iii) labour legislation and labour market policies.
Institutional framework and coordination on youth employment	Provides guidance on reviewing the institutional set up and its coordination mechanism with regard to youth employment policies and programmes.
Development cooperation on youth employment	Leads to the mapping of major initiatives on youth employment undertaken with the support of bilateral donors and/or international development assistance.
<i>Section 2. Setting priority policies</i>	
Problem identification and analysis	Identifies the main problems (based on the findings of the situation analysis) to be addressed by the NAP.
Generating policy options	Points to the formulation of priority policies (stemming from main problems and challenges identified in the previous sections), the generation of policy options, their ranking and final selection.
<i>Section 3. Planning action</i>	
Goal	Helps define the goal of the NAP and its links to broader national development frameworks.
Youth employment objectives and targets	Focuses on how to formulate objectives and targets to be achieved by the end of the implementation of the NAP.
Main operational outcomes and indicators	Provides guidance as to the definition and measurement of operational outcomes that are expected to result from the implementation of the NAP.
Resources	Points to the need to identify human, material and financial resources required for the implementation of the NAP.
Implementation and coordination mechanism	Refers to the mechanism(s) that should be put in place for the implementation of the NAP.
Monitoring and evaluation	Leads to the system and tools to be used to monitor implementation and evaluate the impact of the NAP.
<i>Section 4. Documents to be appended to the NAP</i>	
	Describes the main documents to be appended to the NAP.
Part III. Toolkit of templates and matrixes for NAPs	
	Provides: i) Guidelines for mapping out the general labour market; ii) templates of the NAP matrix, workplan and project outlines; iii) list of International Labour Standards relevant to young people.

Part I.

Process for preparing
National Action Plans
on Youth Employment

1. Before engaging in the development of a NAP

The decision to develop a NAP should result from a sustained commitment of the country on youth employment. As such, it should be based on a number of considerations.

First, the process underpinning the successful formulation and implementation of a NAP requires the involvement of a wide number of actors. The complexity and magnitude of the youth employment challenge in most countries call for the engagement of policy-makers from various government agencies, employers' and workers' organizations and other labour market institutions as well as representatives of interest groups such as youth associations. Highly participatory approaches are essential to ensure broad-based ownership and support of reforms aimed at improving the employment prospects of young people.

Second, like for any other reform, the successful development of a NAP is likely to bear fruit in the medium to longer term. This is why a firm commitment over time is essential to make a dent in the problems of the youth labour market and to maximize the returns on investments in youth employment.

Third, the development of a NAP should be based on a careful and realistic assessment of key constraints to be addressed, on the one hand, and the resources that are available to do so, on the other. This is why it is important from the outset to identify priorities and to dedicate the resources required to meet them.

Finally, a NAP is not an end in itself but rather a tool to guide action on youth employment through the implementation, monitoring and evaluation of a coherent set of measures spanning different policy priorities. There are often good strategies and plans which fall short on implementation, and therefore have little or no impact.

2. Suggested phases for developing the NAP

A coordinated and concerted approach to the development of a NAP requires the contribution of a number of institutions and agents, as well as a clear definition of their respective responsibilities and roles. Box 1 illustrates the national and international partners that may be involved in the elaboration of a NAP.

The proposed process of elaboration of the NAP involves three main phases, namely: (1) setting up the NAP development mechanism; (2) preparation by the country and the ITST in view of the mission to the country by the ITST and fielding of that mission; (3) drafting and follow-up to complete the draft NAP; and (4) final processing and adoption of the NAP. The following section presents suggested steps for each one of these phases. It should be noted that throughout the process translation and interpretation services may be required.

1st Phase: Setting up the NAP development mechanism

The responsible Government Institution:

- undertakes consultations with all relevant institutions and in particular with the social partners with the aim of ensuring their full engagement in the process and its follow-up
 - designates the National Coordinator
 - following consultations, sets up the NTT to be led by the National Coordinator
 - determines through consultation whether to invite an international agency to act as the Lead Institution in the development of the NAP
- ➔ *If international assistance is requested:*
- determines through consultation with the National Coordinator and the Lead Institution the time of the first ITST visit
 - sends a request to the Lead Institution for an international technical mission

The National Coordinator:

- convenes the first meeting of the NTT to explain requirements for the preparation of the NAP
- commissions, where necessary and in agreement with the NTT, technical surveys to fill in information and data gaps
- coordinates and/or commissions the preparation of the situation analysis

➔ *If international assistance is requested:*

- prepares a draft programme of meetings for the ITST mission, in consultation with the Lead Institution
- sends any relevant material and information, including the situation analysis, to the ITST

If international assistance is requested:

The Lead Institution:

- sets up a team of technical experts that will constitute the ITST and will be coordinated by the Lead Institution

The International Technical Support Team:

- establishes first contacts with the National Coordinator to discuss the NAP process
- provides guidance for the preparation of the situation analysis

Box 1. Partnerships in NAP development

As already mentioned, the responsibility for the development (and implementation) of a NAP lies with national institutions and partners. However and depending on national circumstances, a country may also resort to international assistance. Below follows a succinct summary of the different institutions and partners that may be called upon to develop a NAP, as well as their respective roles and responsibilities.

National institutions and partners

Responsible Government Institution: the government institution which is responsible for coordinating the development of the NAP. Normally, the Ministry of Labour/Employment assumes this responsibility. Depending on national circumstances, however, either the Prime Minister's Office or the President's Office would assume this role.

National Technical Team (NTT): a multi-sectoral team of technical experts – designated, through consultation, by the Responsible Government Institution and led by a National Coordinator – to draft the NAP. The NTT should include not more than seven (7) technical experts, of whom at least one should be a specialist from the fields of economy, employment and education respectively and at least one technical officer from both employers' and workers' organizations (social partners). In order to ensure that gender issues are appropriately reflected in the NAP, it is advisable that one of the technical experts be knowledgeable on gender issues (e.g. a gender focal point at a Ministry of Labour). The NTT may also include, where necessary, experts from academia, specialized institutions and youth groups to serve as resource persons for specific technical issues. In the event that the NAP is developed with the assistance of an international agency, the NTT will serve as the national technical counterpart to the International Technical Support Team.

National Coordinator: the person designated by the Responsible Government Institution to coordinate the NTT. If an international agency is involved, this person will liaise on behalf of the NTT with the International Technical Support Team and will be responsible for coordinating all preparations, logistics and follow-up to the International Technical Support Team visit.

International institutions and partners (if involved)

Lead Institution: the international agency in charge of coordinating the International Technical Support Team. It can be the ILO, the United Nations or the World Bank (as core partner agencies of the YEN) or another designated international agency.

International Technical Support Team (ITST): a team of international experts coordinated by the Lead Institution and made up of staff of the international agencies involved and consultants (as necessary) to provide technical support to the country in the elaboration of the National Action Plan.

Multilateral and bilateral partners: the ILO, the United Nations and the World Bank, other international or bilateral institutions/donors, and the YEN Secretariat.

2nd Phase: Identification of main focus of the NAP

The National Coordinator:

- convenes and chairs meetings of the NTT as appropriate to present the findings of the situation analysis
- convenes the NTT members in thematic working groups to deepen the analysis of specific policy areas
- prepares a draft timeline for the completion of the draft NAP and subsequent adoption and launch for submission to and approval by the NTT
- keeps constant contact with the Responsible Government Institution

➔ *If international assistance is involved:*

- requests technical input from the ITST to the situation analysis and presents it to the NTT
- organizes bilateral meetings between the ITST and other relevant national and international institutions, including the social partners
- organizes a one-day workshop for the NTT and ITST to discuss the main youth employment challenges arising from the situation analysis as well as the focus of the NAP

The National Technical Team:

- discusses and comments on the situation analysis
- NTT members participate in the thematic working groups based on specific expertise received
- discusses and approves the NAP timeline submitted by the National Coordinator

➔ *If international assistance is involved:*

- participates in the one-day workshop with the ITST

If international assistance is involved:

The International Technical Support Team:

- prepares comments on the situation analysis and forwards them to the NTT, prior to the ITST mission
- holds separate technical meetings with the Responsible Government Institution and other national and international institutions, including the social partners
- provides technical inputs to the workshop and discusses next steps of the international technical assistance

3rd Phase: Elaboration of the draft NAP

The National Coordinator:

- acts as the permanent secretary of the NTT throughout the elaboration of the NAP
 - in agreement with the NTT and the Responsible Government Institution, circulates the draft to relevant government institutions at the central and local levels, including the social partners, and collecting the comments
 - sends the final Draft NAP to the Responsible Government Institution
- ➔ *If international assistance is involved:*
- sends the complete draft NAP to the Lead Institution for final comments
 - coordinates the finalization of the draft NAP in the light of the inputs from the ITST
 - sends programme of the National tripartite-plus conference to the Lead Institution

The National Technical Team:

- discusses and drafts the next sections of the NAP (policy priorities and planning action, including relevant matrixes and project outlines)
 - consolidates the draft based on the inputs received from various partners through the National Coordinator
 - drafts a proposal for a National tripartite-plus conference, in collaboration with the Responsible Government Institution, to adopt the NAP
- ➔ *If international assistance is involved:*

The International Technical Support Team:

- reviews the draft NAP and provides inputs and comments to the NTT
- engages in a dialogue with the NTT and Responsible Government Institution concerning the organization of the National tripartite-plus conference

4th Phase: Final adoption of the NAP

The Responsible Government Institution:

- organizes the National tripartite-plus conference, including the donor community, to present and endorse the NAP
- transmits the NAP to the Government instance responsible for adopting the NAP
- contacts donors for mobilizing extra-budgetary resources for the implementation of the NAP

The National Technical Team:

- presents the final NAP at the conference
- after the Conference, together with the National Coordinator, sets up the monitoring mechanisms for the implementation of the NAP

Part II.
Guidelines for developing
National Action Plans
on Youth Employment

1. Conducting the situation analysis

The first section of a NAP should present the analysis of the youth employment situation in the country within any existing broader policy and institutional frameworks. Ideally the situation analysis should provide information on the trends over the past ten-year period. With regard to population projections, the period should be longer. This analysis should include: an overview of provisions for young people in economic and social policy frameworks; an in-depth picture of the youth employment labour market; a review of past and ongoing employment policies and labour market measures affecting youth employment; and the mapping out of both the institutional framework governing the youth labour market and major youth employment initiatives undertaken with the support of bilateral donors and/or the international community.

This exercise aims at supporting policy-makers involved in the formulation of the NAP to identify the main challenges to be addressed through the analysis of the current situation, including existing strengths and weaknesses. Such an analysis should be considered as the starting point of the NAP formulation process. It provides the key information about the main youth employment problems to be tackled. For this reason, it is instrumental in moving forward to the other parts of the NAP. As already mentioned, the availability of information may vary across countries. Therefore, a certain degree of flexibility may be necessary with regard to the level of detail of the analysis. However, it is suggested that the proposed structure is followed throughout the analysis and reflected in the first section of the NAP.

The process of information gathering and analysis for preparing this first section of the NAP should be guided by a number of questions. The main questions that can facilitate the analysis are highlighted below:

1.1 Overview of the economic and social context

Guidelines on the overview of the economic and social context

PURPOSE

To analyse how economic and social policies address employment

TASKS

- Indicate main macroeconomic indicators and poverty level;
- Analyse concisely how the main macroeconomic policies and reform plans, sectoral policies as well as initiatives to foster private sector development affect employment;
- Analyse how main social policies, including those put in place to redress inequalities and promote social inclusion, are relevant for employment;
- State concisely the main problems of relevance for employment that result from the analysis of economic and social policies in your country.

- ➔ Provide information on the trends of the main macroeconomic indicators (i.e. GDP growth rates, inflation and interest rates, public finance situation, exchange rates, foreign trade balance, FDI) and poverty indicators (i.e. share of the population living below the national poverty line, poverty gap index, GDP per capita measured at purchasing power parity and Gini index).
- ➔ Analyse how the main economic policies (e.g. macroeconomic, trade and sectoral policies) and frameworks for macroeconomic stabilization and economic development (e.g. Common Country Assessment (CCA)² and the United Nations Development Assistance Framework (UNDAF), poverty reduction strategies (PRS), national development plans) affect and/or take into consideration employment issues.
- ➔ Analyse how major government initiatives to foster private sector development (e.g. industrial policy, promotion of enterprises, investment policy) are relevant for overall employment creation.
- ➔ Analyse how existing social policies (e.g. social assistance and other services, health, housing)³ affect employment.

² The CCA is the common instrument of the United Nations system that analyses the national development situation and identifies key development issues. The UNDAF emerges from the analytical and collaborative effort of the CCA and is the foundation for United Nations system programmes of cooperation. For more information, see www.un.org/special-rep/ohrlls/ohrlls/cca_undaf_prsp.htm

³ Given the significant impact on youth employment, educational policies – commonly clustered under social policies – should not be addressed here but analysed in detail in Section 1.3.

1.2 Analysis of the youth labour market

Guidelines on the analysis of the youth labour market

PURPOSE

To make a diagnosis of the youth labour market in your country

TASKS

- Provide an overview of the general labour market situation;
- Provide detailed information on and analyse the main indicators of the youth labour market disaggregated by sex, age, socio-economic background, geographical location, etc.;
- State concisely the main problems of relevance for youth employment that result from the analysis of the youth labour market in your country.

This part of the NAP should provide an analysis of the youth labour market. Ideally, such an analysis should be preceded by an overview of the general labour market situation. On the one hand, this overview allows for a comparison of the youth position in the labour market relative to adults. On the other, where data on the main indicators of the labour market exist and are disaggregated, especially by age, the indicators of the youth labour market can be easily derived from them. The information presented should identify and analyse the gender differences in the labour market so as to map the different situations that young women and men face in the labour market. Tool 2 provides guidance on the indicators for mapping the overall labour market situation for countries that may decide to include such a general overview in the NAP.

The availability of information on the main indicators of the youth labour market is a necessary condition to identify the features and trends of the youth employment challenge in the country (See Box 2 for a description of the main labour market indicators relating to employment, unemployment and inactivity).⁴ It is therefore essential for the design of a NAP that seeks to effectively address the problems that young people face in getting and keeping a job. If such information is not available, a survey of the youth labour market should be conducted prior to the development of the NAP to capture both quantitative and qualitative variables that define the situation of young people's transition to and position in the world of work.⁵

Where possible, age-specific data should be broken down by two youth cohorts (teenagers 15-19 and young adults 20-24)⁶ and should be disaggregated by sex and other characteristics such as educational level, geographical location (urban/rural), ethnicity and disability. In general, there are some youth groups that are more disadvantaged than others and their characteristics may vary from country to country and over time. This means that risks and opportunities are unevenly spread among young people and in particular between young women and men. To ensure that the NAPs are truly inclusive and cost-effective, it is crucial that this section identifies which youth groups are more disadvantaged than others in the national labour market and points to the reasons for their disadvantage (e.g. socio-economic background, education level, geographical location, labour market discrimination because of their sex, ethnic origin, and state of health or religion). Such a disadvantage tends to put them at a greater risk of social exclusion. Therefore, this analysis is important in determining the vulnerabilities that may require specific interventions to prevent and/or redress the problems at stake. The more precise the information, the better the

⁴ This information is usually provided by the Labour Force Survey (LFS), or alternatively, from administrative data from the Ministry of Labour and/or the employment services. In the case of unemployment, if data come from administrative records, it should be indicated that the rate refers to "registered unemployment". However, in countries where data from LFS and reliable administrative sources are not available, information can be drawn from household surveys and living standard measurement surveys.

⁵ The ILO has developed a statistical tool to assist countries in improving the design of youth employment policies and programmes. This tool – the School-to-Work-Transition Survey – covers the majority of the indicators listed in Section 1.2. Information on this tool can be found at: <http://www.ilo.org/youth/swts.htm>

⁶ The standard United Nations definition identifies youth as those aged between 15 and 24 years. However, national definitions of youth may vary considerably. The country definition as well as the relevant age-brackets should be clearly indicated in this section.

analysis and the higher the likelihood that interventions will successfully respond to the needs of distinct groups, especially at-risk youth.⁷

Specifically, the analysis of the youth labour market should focus on the following indicators:

Population

- *Demographic trends* by sex and age [children (0-14) and youth cohorts] and projections, including fertility rates as well as child and old age dependency rates.

Education

- *Education trends* – educational attainment, students in education, number of school leavers (dropouts), enrolment and literacy rates – by sex, age [children (0-14) and youth cohorts] and where possible, vulnerable groups (e.g. ethnic groups, youth with disabilities, HIV/AIDS, migrant workers).

Labour force

- *Youth labour force participation* over the past decade disaggregated by youth cohorts, sex, educational level and rural/urban.
- *Youth employment trends* – employment rate, employment by economic sector and status, by public or private sector, by hours of work (including voluntary and involuntary part-time) – disaggregated by youth cohorts, sex, educational level and rural/urban.
- *Employment by type of contract* (full time and part-time, permanent and temporary) *and status in the main job* (wage and salaried workers, self-employed workers, contributing family workers) by youth cohorts, sex and urban/rural. Where available, information should be provided by economic sector.
- *Informal employment* by youth cohorts, sex, educational level and urban/rural. Where available, information should be provided by economic sector and status in employment.
- *Time-related underemployment*⁸ by youth cohorts, sex and urban/rural. Where available, information should be provided by economic sector and status in employment.
- *Youth unemployment trends* by youth cohorts, sex, educational level and rural/urban. Where available, a breakdown by duration should be given, especially for long-term unemployment (> 12 months).
- *Ratio of youth-to-total unemployment rates ratio* (share of youth unemployment rate to total unemployment rate).
- *Ratio of youth-to-adult unemployment rates ratio* (share of youth unemployment rate to adult unemployment rate).

Inactivity

- *Inactivity rate and discouragement* by youth cohorts, sex, educational level, and urban/rural. If possible, the reasons for inactivity should be given to capture worker discouragement.

⁷ The concept of at-risk youth is used here to refer to young people who, due to certain problems (e.g. long-term unemployment, drug abuse, juvenile delinquency) are likely to be excluded from society.

⁸ Underemployment reflects underutilization of the labour force and has been broadly interpreted to imply any sort of employment that is “unsatisfactory” (as perceived by the workers) in terms of insufficient hours (time-related underemployment), insufficient compensation (income-related underemployment) or insufficient use of one’s skills (skills-related underemployment). To date, time-related underemployment is the only component of underemployment that has been agreed on and properly defined for measurement purposes within the international community of labour statisticians. See the Resolution concerning the measurement of underemployment and inadequate employment situations, adopted by the 16th International Conference of Labour Statisticians, Geneva, 1998 at www.ilo.org/public/english/bureau/stat/download/res/underemp.pdf

Box 2. Labour market indicators and definitions

The essential feature of labour market indicators is that individuals are classified into three mutually exclusive categories: employed, unemployed and inactive. According to the criteria set by the International Labour Office, precedence is given to employment over unemployment and to unemployment over inactivity.

Employment: the employment category encompasses all people who, during the reference period, worked for a wage or salary (paid employed), for profit or family gain (self-employed or own-account workers) including members of cooperatives and unpaid family workers. The indicators used to measure employment are the employment rate, i.e. the percentage of people employed in the labour force and the employment ratio, i.e. the share of people working out of the total of working age population.

Unemployment: ILO criteria classify as “unemployed” all individuals who are: a) without work (not in paid or self-employment); b) currently available for paid employment or self-employment, and c) actively seeking work. The “relaxed” definition of unemployment waives the active job search requirement, to include discouraged workers in the unemployed, i.e. those individuals who have not been looking for work because they think none is available, or they believe they lack the skills necessary to compete in the labour market. Normally, discouraged workers are not included in the unemployment count and they are considered “inactive”. Two indicators are used to measure unemployment: the unemployment rate, i.e. the share of people unemployed out of the total labour force and the unemployment ratio, i.e. the share of people not working, available and actively seeking work out of the working age population.

Inactivity: refers to all people of working age, who are neither employed nor unemployed, i.e. those who are not “economically active”, because they are attending school, are engaged in household duties, are retired, etc.

Source: V. Corbanese and G. Rosas: *Young people’s transition to decent work: Evidence from Kosovo*, ILO, Geneva, 2007 from R. Hussmans, F. Merhan, V. Verma, *Survey of economically active population, employment, unemployment and underemployment: an ILO manual on concepts and methods*, ILO, Geneva, 1990.

Wages and working conditions

- *Wages and earnings* by sector and occupation disaggregated by youth cohorts, sex, educational level, and urban/rural.
- *Occupational health and safety* – number of work-related diseases, deaths caused by work-related diseases, fatal and non-fatal accidents, number of accidents causing three or more days of absence – by sector and sex (if possible).
- *Child labour* – number of young people aged 15-17 in the worst forms of child labour⁹ by sex and sector.

1.3 Review of existing policies and programmes affecting youth employment

The review of existing policies and programmes promoting youth employment is a key step for countries committed to developing and implementing NAPs. Without disconnecting from the analysis of the broader macroeconomic framework and its impact on employment addressed in Section 1.1, this section will look, in particular, at policies and programmes that have an impact on the employment of young people. This analysis could be guided by the following set of questions:

⁹ See Worst Forms of Child Labour Convention (No. 182), 1999.

Overall policy framework

Guidelines on the review of the policy framework

PURPOSE

To identify how economic and social policies reflect youth employment

TASKS

- Identify and analyse the provisions relevant to youth employment that are contained in national development plans and strategies;*
- Identify and analyse youth employment provisions contained in sectoral policies;
- If your country has a youth development policy, provide information on provisions relevant for youth employment;
- Describe how existing social policies affect youth employment;
- Assess the extent to which these policies have worked in terms of improving the employment prospects of young people;
- State concisely the main problems of relevance for youth employment that result from the policy framework review in your country.

* If plans and/or strategies do not contain specific provisions on youth and youth employment, the analysis should nonetheless highlight how the plans and strategies in question affect youth employment.

- ➔ Does your country have a national development plan/strategy? If yes, what are the provisions affecting youth, and in particular youth employment?
- ➔ If your country has a PRS or/and is involved in CCA/UNDAF (as described in section 1.1), what are the provisions affecting youth and, in particular, youth employment?
- ➔ Do existing sectoral policies and the related measures (e.g. fiscal incentives, infrastructure development) contain specific provisions to promote youth employment? If yes, describe.
- ➔ Does your country have a youth development policy? If yes, what are the provisions for youth employment?
- ➔ Do existing social policies (e.g. health, housing) take into account youth employment? If yes, describe.

Employment and labour market

Guidelines on the review of employment strategies and labour market information

PURPOSE

To identify the extent to which youth employment is addressed through employment strategies and labour market information

TASKS

- If your country has an employment strategy, identify and analyse its main youth employment components and targets to be met;
- Assess the extent to which this strategy is improving the employment prospects of young people;
- Describe the strengths and weaknesses of the labour market information system and assess its relevance to youth employment;
- State concisely the main problems that emerge from the analysis of employment strategies and labour market information in your country.

- ➔ Does your country have an employment strategy? If yes, what are the main components addressing youth employment?
- ➔ How is labour market information (LMI) collected and the system organized (e.g. through household and establishment surveys, population censuses, administrative records)? Does LMI include specific youth employment indicators? Does your country undertake a labour force survey? Is this survey conducted on a regular basis?

Education and training

Guidelines on the review of education and training

PURPOSE

To capture and analyse the main features of education and training policies and systems and their influence on youth employment outcomes

TASKS

- Analyse the main elements of the educational policy and system, including secondary and tertiary education;
- Analyse the main features of vocational education and training and their relevance to labour market requirements;
- Analyse the main measures concerning labour market training of young unemployed and enterprise training for young workers;
- Identify and analyse measures for enhancing the employability of disadvantaged youth and indicate their scope and evolution over time;
- Assess the role and involvement of the social partners in the above-mentioned initiatives;
- State concisely the main problems related to youth employment that emerge from the analysis of the education and training system in your country.

- ➔ Provide an overview of the main features of the education policy and system (e.g. number of years for each level of education, different educational paths).¹⁰
- ➔ *Pre-schooling*: What measures are available to promote access of children to pre-schooling in both rural and urban areas?
- ➔ *Basic education*: What are the main elements of the education policy and system? What are the measures taken by the Government to promote universal access to primary education? Are there any specific initiatives aimed at reducing drop-outs (especially for girls and young women) and overcoming inequitable access to primary education? What measures are in place to remedy primary education failures, including dropouts? How is educational guidance provided in schools towards the end of primary education?
- ➔ *Higher education*: What are the main features of secondary and tertiary education? How do higher education policies take account of labour market projections? To what extent is the system of higher education in line with the job opportunities available to young graduates once they finish their studies?
- ➔ *Initial vocational education and training*: What are the main elements of the vocational education and training (VET) policy and system? What are the measures to improve access of young people to initial training? To what extent do training programmes offer work experience (e.g. training period in enterprises, work-training contracts, internships, apprenticeships, learnerships)? What mechanisms

¹⁰ See Tool 4 for the description of the different levels of education according to UNESCO's 1997 international standard classification of education (ISCED 1997).

exist to promote cooperation between VET institutions and enterprises? What is the relevance to labour market requirements of the skills provided?¹¹ How are employment counselling services included in training provision?

- ➔ *Continuous learning:* What are the Government measures to (re)-train young unemployed? What measures exist to encourage enterprises to train young employees and improve their working conditions?
- ➔ *Funding of education and training:* What is the public investment spending on education and training as a percentage of GDP? What has the trend been over the past 10 years? What are the funding mechanisms of VET and continuous learning, the main contributors and the respective share of funding?
- ➔ *Equity and access:* What are the provisions to promote equal access of young women and men (in both rural and urban areas) to education and VET policies and programmes? What specific measures have been adopted to avoid gender stereotyping in education and training? What are the measures designed for specific groups of disadvantaged youth (e.g. youth with low literacy)? To what extent do these policies and programmes recognize and address discrimination in employment and occupation? Are these measures ad-hoc or designed to support long-term commitments?
- ➔ *Social dialogue:* How are employers' and workers' organizations involved in the formulation and implementation of VET policies and programmes?

Enterprise development

Guidelines on the review of enterprise development policies and programmes

PURPOSE

To assess the capacity of the enterprise sector to create jobs for young people

TASKS

- Analyse briefly how policies concerning the business environment and the promotion of enterprises affect youth employment;
- Assess the strengths and weaknesses of existing policies and programmes to promote youth entrepreneurship and self-employment;
- Analyse how measures taken to facilitate the registration of micro and small enterprises in the informal economy affect youth employment;
- Analyse measures to improve both wage employment and self-employment among disadvantaged youth and indicate their scope and evolution over time;
- Assess the role and involvement of the social partners in the above-mentioned initiatives;
- State concisely the main problems relevant for youth employment that emerge from the analysis of enterprise development policies and programmes in your country.

- ➔ *Business environment and enterprise development:* What are the main features of the policies that influence the business environment? What are the measures to promote micro, small and medium-sized enterprise development, including cooperatives? What are the measures to facilitate the registration of enterprises in the informal economy? Describe how these policies affect the employment prospects of young women and men.
- ➔ *Self-employment and youth entrepreneurship:* What are the policies and programmes that promote entrepreneurship of young people (self-employment and

¹¹ Provide information on the external efficiency of training, i.e. the percentage of trainees that have found employment in the occupation for which they were trained.

group-based entrepreneurship)? Who are the main actors involved in the implementation of these programmes (e.g. government agencies, employers' organizations, private sector, non-governmental organizations)? What are the incentives and support services (e.g. financial and non-financial services) available to young entrepreneurs? How do these policies and measures affect young people's decisions to engage in entrepreneurship and self-employment? How do these policies and measures affect the quality of employment for young people?

- ➔ *Equity and access:* How are enterprise development and entrepreneurship measures contributing to improving access to and equity in the youth labour market, particularly with regard to young women? What are the measures to promote access to private sector employment of disadvantaged youth? Are these measures ad-hoc or designed to support long-term commitments (evolution over time)?
- ➔ *Social dialogue:* How are employers' and workers' organizations involved in the formulation and implementation of enterprise development policies and programmes promoting youth employment?

Labour legislation and labour market policies and programmes

Guidelines on the review of labour market policies and programmes (1)

PURPOSE

To analyse how labour legislation and wage policy affect youth employment

TASKS

- Describe how labour law and regulations, including those on recruitment and dismissal, affect youth employment;
- Describe how wage policy affects youth employment;
- State concisely the main problems relevant for youth employment that emerge from the analysis of labour legislation and wage policy in your country.

- ➔ *Labour legislation:* What are the mechanisms in place to ensure enforcement of core labour standards?¹² What is the minimum working age established by the law? What are the labour laws providing specific protection to young workers aged 15 to 17? What measures are taken to ensure that conditions of work of young people comply with national legislation? How do regulations for hiring and firing affect youth employment, including laws aimed at reducing firing costs or entitlements/social benefits of young workers? What are the rules governing temporary employment and how do they affect youth employment? What are the regulations promoting the shift of informal workers into formal employment? How do these measures affect young workers?
- ➔ *Wage policy:* Does your country have a minimum wage? And youth wages? How does wage policy affect young workers in different sectors? Do young women and men have equal remuneration when they do the same job or a substantially similar job?¹³ Please describe.
- ➔ *Recruitment incentives:* What are the Government incentives (e.g. tax or social security benefits for new recruits) that stimulate youth employment by reducing the cost of labour? How do these measures promote the creation of stable employment for young people?

¹² A list of International Labour Standards relevant to work and young people is provided in Tool 10 in this Guide, for easy reference.

¹³ The Equal Remuneration Convention (No. 100) and Recommendation (No. 90), both adopted in 1951, relate specifically to the elimination of discrimination between male and female workers in terms of remuneration: they call for equal pay for men and women for work of equal value.

Guidelines on the review of labour market policies and programmes (2)

PURPOSE

To analyse how active labour market measures affect youth employment

TASKS

- Identify and analyse the main elements and sequencing of ALMPs and their relevance for youth employment;
- Review targeting mechanisms of these measures, especially with regard to young people;
- Analyse the institutional framework for design, monitoring and evaluation of ALMPs;
- Identify and summarize the main features of the monitoring and evaluation system of these measures;
- Briefly analyse strengths and weaknesses of ALMPs and their impact on youth employment;
- State concisely the main problems relevant for youth employment that emerge from the analysis of active labour market measures in your country.

- ➔ What are the main elements of active labour market policies and programmes (ALMPs) in the country (e.g. labour market training; career guidance, job search assistance and job placement programmes; labour market information; public works and community services; employment subsidies and other work-placement schemes; entrepreneurship programmes)? What is the sequencing in the offer of these elements to participants?
- ➔ Are there specific ALMPs for young people or are the latter eligible among several groups of beneficiaries? Do these measures target young people on the basis of their age only or do they take account of their specific needs and vulnerabilities (e.g. low education and low skills, socio-economic background, ethnicity, at-risk youth)? Are ALMPs gender sensitive?
- ➔ How are young people benefiting from ALMPs (e.g. numbers of participants by sex and group; number of dropouts; expenditure on youth measures as percentage of GDP)? Which groups of young people appear to benefit the most? Do young women and men equally participate in ALMPs?
- ➔ What mechanisms are in place to monitor these programmes (e.g. collection of data)? Has any evaluation been made of the impact of active labour market programmes? What is the impact in terms of employment and earnings of youth (provide details concerning labour market outcomes of different groups of participants)? What are the programmes or elements that work better (and for which group of youth) in terms of cost-benefits? What are the distortions, if any, produced by ALMPs?¹⁵

¹⁴ Active labour market policies and programmes (ALMPs) provide income replacement and labour market integration to job-seekers (usually the unemployed, but also underemployed or employed individuals looking for better jobs). They usually include employment and training services (job search assistance, match of demand for jobs to vacancies, labour market information; training and retraining); and job creation measures (e.g. public works, community services, enterprise creation, self-employment, and employment subsidies for particular population groups).

¹⁵ These distortions can be identified in terms of *deadweight losses* (the same result would have been reached without the programme), *substitution effects* (subsidized participants may replace non-participants), *displacement* (output of subsidized activities may displace that of non-subsidized) and *creaming-off* (they help those who are already better off).

→ *Passive Labour Market Measures*¹⁶

Guidelines on the review of labour market policies and programmes (3)

PURPOSE

To assess the extent to which young people benefit from unemployment and social assistance measures

TASKS

- Indicate the eligibility criteria and coverage of unemployment and social assistance benefits for young people;
- Analyse the institutional framework for design, monitoring and evaluation of these measures;
- Assess strengths and weaknesses of these two sets of measures;
- State concisely the main problems relevant for youth employment that emerge from the analysis of passive labour market measures in your country.

- What are the eligibility criteria of unemployment benefits for young unemployed and social assistance for young people? Are unemployment benefits for young people lower than for the adult population?
- What is the actual level, coverage and duration of unemployment and social welfare benefits for young people (e.g. average level of unemployment benefits – as a percentage of average wage – and of social welfare; percentage of actual versus potential beneficiaries; expenditure on passive labour market policies as a percentage of GDP)?
- To what extent do existing unemployment and social assistance benefits create incentives or disincentives for young unemployed to take up new employment? How are these benefits linked to active labour market measures?

Guidelines on the review of labour market policies and programmes (4)

PURPOSE

To assess the extent to which equity issues are reflected in labour market policies and programmes and the social partners involved in their formulation and implementation

TASKS

- Analyse how all the above-mentioned policies and programmes contribute to improving access to and equity in the youth labour market;
- Assess the role of the social partners in the formulation and implementation as well as monitoring and evaluation of the above-mentioned policies and programmes;
- Assess the scope and evolution over time of labour market programmes for young people;
- State concisely the main problems relevant for youth employment that emerge from the analysis of labour market policies and programmes in your country.

- *Equity and access*: How are all the above-mentioned measures contributing to improving access to and equity in the youth labour market, especially with regard to gender equality? What are the measures designed to promote access to employment of disadvantaged youth? To what extent are these measures ad-hoc or designed to support long-term commitments?
- *Social dialogue*: How are employers' and workers' organizations involved in the formulation and implementation as well as monitoring and evaluation of these policies and programmes?

¹⁶ Passive labour market measures are those that provide replacement income during periods of joblessness or job search. They usually include unemployment benefits and provisions for early retirement.

1.4 Institutional framework and coordination about youth employment

This section provides guidance as to how to review the institutional framework and coordination mechanisms relating to youth employment policies and programmes.

Guidelines on mapping of institutional framework and coordination mechanism

PURPOSE

To identify and analyse the main features of the institutional framework and coordination mechanism on youth employment

TASKS

- Analyse the role and responsibilities of government institutions involved in youth employment at both national and local levels, including the coordination mechanism, and indicate strengths and weaknesses;
- Assess the role and functions of the Public Employment Service with regard to youth employment, and highlight strengths and weaknesses;
- Assess the role and involvement of the social partners in the design, monitoring and evaluation of youth employment policies and programmes;
- Identify how non-governmental organizations, especially youth associations, are involved in the process and whether there is a specific government institution supporting their work and channelling their concerns into government decisions;
- State concisely the main problems relevant for youth employment that emerge from the analysis of the institutional framework and coordination mechanisms in your country.

- ➔ What initiatives have been put in place to support policy coordination on employment, and particularly on youth employment?¹⁷
- ➔ Which is the lead ministry and/or national agency responsible for youth employment? What other ministries and/or central government agencies are dealing with youth employment? What is the coordination mechanism of these central institutions? Assess strengths and weaknesses.
- ➔ How is the Public Employment Service involved in youth employment? What services do they provide for young people? Assess strengths and weaknesses.
- ➔ What are the coordination mechanisms between central and local institutions dealing with youth employment? How are policies and programmes on youth employment implemented at the local level? Assess strengths and weaknesses.
- ➔ What are the coordination mechanisms between public and private agencies (including private employment agencies) dealing with youth employment? Assess strengths and weaknesses.
- ➔ What is the role played by employers' and workers' organizations in the governance of the youth labour market? Do they have specific initiatives promoting youth employment (e.g. organization and representation of young entrepreneurs and young workers)? Do they address youth concerns throughout their activities (e.g. social dialogue, collective bargaining)? Assess strengths and weaknesses.
- ➔ What is the role of national and international non-governmental organizations in dealing with youth employment initiatives?
- ➔ How are young people involved in youth employment issues?

¹⁷ See Employment Policy Convention (No. 122) and accompanying Recommendation (No. 122), 1964.

1.5 Development cooperation on youth employment (bi- and multilateral, and IFIs)

This section aims to map out the main youth employment initiatives in the country that are sponsored by bilateral donors and/or international development assistance.

Guidelines on development cooperation on youth employment

PURPOSE

To map major bi- and multilateral initiatives on youth employment

TASKS

- Identify and briefly describe to what extent development assistance frameworks, including Decent Work Country Programmes, reflect youth employment;
- Identify and briefly describe main ongoing projects and programmes on youth employment sponsored through international assistance;
- If applicable, also identify and describe youth-related projects and programmes with which synergies could be built during the implementation of the NAP;
- Summarize lessons learned from previous bi- and multilateral assistance on youth employment;
- State concisely the main problems of international cooperation on youth employment in your country.

- ➔ Is youth employment identified as a priority in the Country Common Assessment (CCA) of the United Nations, and therefore in the United Nations Development Assistance Framework (UNDAF)? Describe briefly.
- ➔ Is youth employment a priority of the Decent Work Country Programme and related workplan?
- ➔ Is youth employment a priority of other development assistance frameworks (e.g. the Country Programme Action Plan (CPAP), the Country Assessment Strategy (CAS) of the World Bank)?
- ➔ What are the youth employment initiatives that are sponsored through international assistance and who are the main donors?
- ➔ What are the resources available from multilateral and bilateral development assistance?
- ➔ What coordination mechanisms are in place to implement these initiatives?
- ➔ Has any evaluation of these initiatives been done and, if yes, what was their impact on the generation of sustainable employment for youth? And what are the lessons learned? Describe briefly.

2. Setting priority policies

Based on the results of the analysis in the previous section, the second section of the NAP should focus on the identification of the main youth employment problems and priority policies to tackle these problems at the country level, including the rationale and justification for these priorities.

2.1 Problem identification and analysis

Guidelines on problem identification and analysis

PURPOSE

To identify the problems to be addressed by the NAP

TASKS

- Establish a hierarchy of the problems identified in the situation analysis;
- Select and describe the problems to be addressed by the NAP (and the rationale for their selection);
- Analyse the cause and effect relationship of the problems identified.

The identification of the main youth employment problems and the establishment of a cause and effect relationship between these problems are crucial for devising ways and means to address them. At this stage of the NAP development process, the main problems can be defined thanks to the findings of the situation analysis. This stage builds the foundations for the generation of policy options and their order of priority for tackling the problem. It establishes the causes and effects, as well as their relationship, of the current situation (see figures 2 and 3).

The possible steps to be followed in the identification and selection of the main youth employment problems to be addressed by the NAP could be:

- a. *List problems identified in each section of the situation analysis*
The list should be established by going back to and writing down the “problems” identified at the end of each section of the situation analysis.
- b. *Establish a hierarchy of problems and select those to be addressed by the NAP*
The hierarchy of problems and the selection of those to be addressed by the NAP should be done on the basis of priorities agreed upon among all actors involved in the preparation of the NAP. The number of problems to be addressed should be realistically set, taking account of national circumstances, including available resources.
- c. *Analyse the causes and effects of the selected problems*
The analysis should trace back the causes that have produced each identified problem (the latter being the *effect*) as well as the link among the causes

Figure 2. Example of cause-effect relationship (problem tree) of high numbers of young women in the informal economy

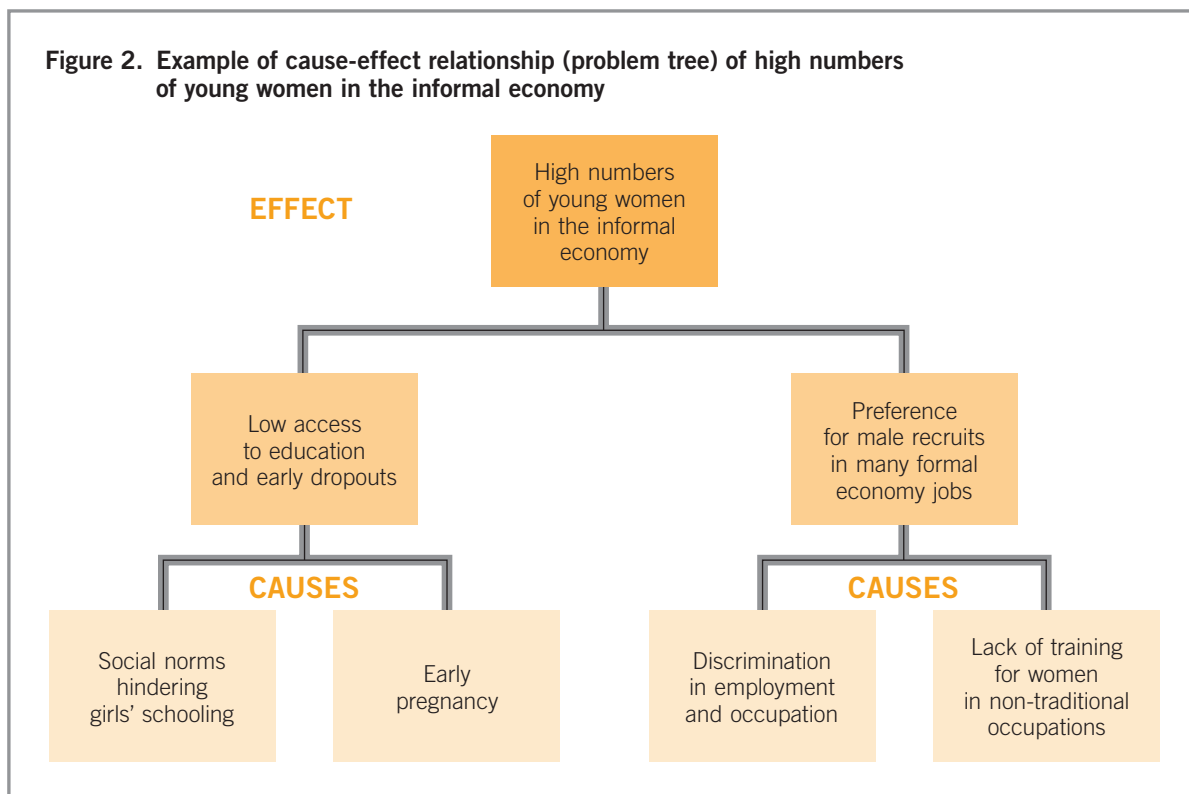
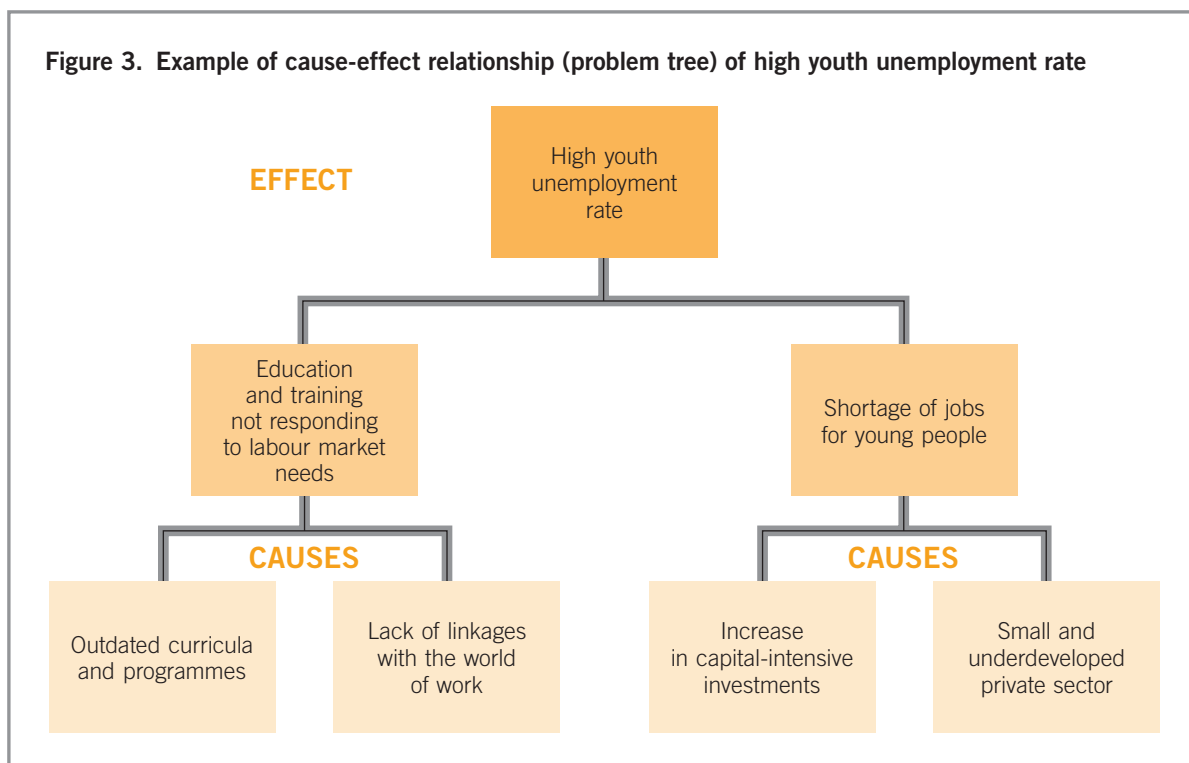


Figure 3. Example of cause-effect relationship (problem tree) of high youth unemployment rate



themselves and their ultimate effect. Unlike steps a) and b), the analysis described in step c) should be reflected in the NAP document. Figures 2 and 3 illustrate – in a simplified way – two examples of cause-effect relationships. Similar diagrams can be used to analyse the main problems and their cause-effect relationships that the NAP will address.

2.2 Generating policy options

Guidelines on generating policy options

PURPOSE

To identify policy options to tackle the selected youth employment problems to be addressed by the NAP

TASKS

- Identify the main policy areas to tackle the selected youth employment problems;
- Establish a set of criteria by which potential policy options should be considered;
- Within these policy areas, identify, prioritize and analyse policy options on the basis of the established criteria;
- State concisely the rationale and justification of each identified policy option.

Policy priority setting should be based on the identification and assessment of a number of options enabling decision makers to choose those policies they consider the most effective for addressing youth employment. Similar to other policy areas, youth employment policy options are the result of interventions across several policies (e.g. macroeconomic, sectoral and social policies; education and training policies; enterprise development policies; and labour market policies). Box 3 provides a checklist of main policy areas to be considered while developing the NAP.

Box 3. Checklist of main policy areas relevant to youth employment

<i>Economic and social policies to promote equitable growth and expand the demand for labour</i>	<input type="checkbox"/> Fiscal policy, monetary policy and exchange rate <input type="checkbox"/> Trade policy <input type="checkbox"/> Financial policy <input type="checkbox"/> Investment policy and infrastructure <input type="checkbox"/> Sectoral policies (e.g. agriculture, industry, services) <input type="checkbox"/> Social policies (e.g. health, housing)	EFFICIENCY AND EQUITY
<i>Education and training</i>	<input type="checkbox"/> Literacy and basic education <input type="checkbox"/> Higher education <input type="checkbox"/> Initial vocational education and training, including work experience <input type="checkbox"/> Workplace and lifelong learning	
<i>Enterprise development</i>	<input type="checkbox"/> Enabling business environment <input type="checkbox"/> Micro, small and medium-sized enterprise development, including cooperatives <input type="checkbox"/> Self-employment and youth entrepreneurship, including micro-credit	
<i>Labour legislation and labour market policies and programmes (LMPs)</i>	<input type="checkbox"/> Labour legislation <input type="checkbox"/> Wage policy <input type="checkbox"/> Active LMPs (e.g. employment services, labour market information, public works, employment subsidies) <input type="checkbox"/> Passive LMPs (e.g. unemployment and social assistance benefits)	

Source: Adapted from ILO: *Employment strategies for Decent Work Country Programmes: Concepts, approaches and tools for implementing the Global Employment Agenda*, GB/295/ESP/11, Governing Body, March 2006, Geneva.

Equity issues should cut across the different policies and underpin the priority policy setting process with a view to promoting both efficiency and fairness of the youth labour market through equitable income distribution and equality of opportunities across different groups. At the same time, the policy choice should not be made at the expense of groups who are socially and economically vulnerable. For instance, the decision on how public expenditure is allocated to specific measures and from whom taxes are collected determines the degree of equity of the fiscal policy. Similarly, policy priorities for young workers should not result in the displacement of other workers.

The assessment of the desirable *policy options* can be done by building alternative “scenarios” that estimate the possible implications of one set of policies versus another one. In other words, each scenario should anticipate the effects of a policy option and compare them with other policy options. The policy options should be a set of realistic choices. Therefore, this “selection exercise” should be informed by a set of pre-determined criteria. The criteria of desirability, affordability and feasibility could be used to determine the likely success or failure of each option (see Box 4). While the three criteria are equally important, the assessment of the costs and future returns on a policy (i.e. affordability) often proves the most challenging. A number of techniques exist to assess the affordability of a policy option such as accounting models, cost-benefit analysis, cost-effectiveness analysis.

Box 4. Criteria for prioritizing policy options

<i>Desirability</i>	Refers to the likelihood that a policy option is “acceptable” for various interest groups. This should be assessed by addressing questions such as: <ul style="list-style-type: none"> <input type="checkbox"/> Who might feel threatened? <input type="checkbox"/> Who would benefit? <input type="checkbox"/> What would make the option desirable to all stakeholders?
<i>Affordability</i>	Assesses the expenditure and expected returns. Considering the wide scope and indirect impacts of some policy changes or new programmes, it may be impossible to factor all costs and benefits into the analysis. Judgement is essential to identify the most significant costs and benefits. Costs and benefits do not fall uniformly. The analysis should clarify who will bear the costs of a policy option and who will reap the benefits. The source of funds is essential information. Questions to be addressed are: <ul style="list-style-type: none"> <input type="checkbox"/> How much will it cost? <input type="checkbox"/> Who will pay for it? <input type="checkbox"/> Will the benefits outweigh the costs?
<i>Feasibility</i>	Refers to the resources available for implementing the option. This is affected by the availability of human, financial, technical, organizational and administrative resources. The following questions are pertinent: <ul style="list-style-type: none"> <input type="checkbox"/> Is the proposed policy option feasible from a technical, organizational and administrative perspective? <input type="checkbox"/> Is there any evidence that the policy choice would achieve the expected results? <input type="checkbox"/> What is the time frame required to implement the option? <input type="checkbox"/> Is the capacity of existing staff adequate to implement the policy? Do they need training and technical assistance?” <input type="checkbox"/> Will the staff development costs affect the affordability of the option?

Source: Adapted from W.D. Haddad: *The dynamics of education policymaking: Case studies of Burkina Faso, Jordan, Peru and Thailand*, The World Bank, Washington D.C., 1994 and Canada School of Public Service: *Policy Analysis in Government. Step 3: Option Identification and evaluation*. http://www.myschool-monecole.gc.ca/services/specialists/Analys/step3_e.html

These considerations should take into account the available national *policy space* – that is, the scope for domestic policies that may be available to a government within existing commitments and obligations. In order to identify options that can realistically be implemented, it is crucial to identify this space which determines the margin of manoeuvre of a government. It is up to policy-makers to identify – within the given space – the option which has the best prospects to yield high economic and social returns. The policy decision should equally consider the capacity of the State to comply with the main requirements driving public policies. These requirements are briefly highlighted in Box 5.

In identifying the *policy mix*, it is also important to consider that certain interventions are likely to have a youth employment impact in the short to medium term, while others will display results in the longer term. For instance, in some countries the reform of the education system may rank as top priority. The overall impact of this preventive measure on youth employment, however, may materialize only in the long term. In other countries, easing youth transition to work could be identified as the main priority. A policy providing incentives for enterprises hiring young people could show an employment impact in the short to medium run. In the real world, the two types of measures are not mutually exclusive. The challenge revolves around identifying the combination of preventive and curative interventions, which may have a different cost, impact and time span. The *sequencing* of these policies is also important. This leads to the need to identify and rank the different policies to be implemented in the short, medium and long term.

In conclusion, the final policy decision should result from the evaluation of the different policy options, based on the findings of the above-mentioned analysis. In most cases, the right policies are not always compatible with available resources, conflicting demands and existing institutional frameworks. The latter is particularly important in order to turn policies into practice. The challenge is therefore to find policies that are technically reasonable and well adapted in the national context.

Box 5. Main requirements of public policies

<i>Stability</i>	The capability to sustain policies over time through incremental change that builds upon achievements and is based on consensus.
<i>Adaptability</i>	The extent to which policies are adapted to changing economic conditions or are changed when they are failing.
<i>Coherence and coordination</i>	The degree of consistency across related policies and of coordination among actors involved in policy design and implementation.
<i>Quality of implementation and enforcement</i>	The extent to which policies are effectively implemented and enforced.
<i>Public-regardedness</i>	The extent to which policies promote the general welfare rather than interests of individuals, groups or specific geographical areas.
<i>Efficiency</i>	The ability of the State to allocate scarce resources to policies that yield high returns.

Source: Based on Inter-American Development Bank, *The politics of policies*, Washington DC, 2005.

3. Planning action

Section 3 of the NAP should be dedicated to the action planning. More specifically, this part should identify and elaborate on the goal, the youth employment objectives and expected outcomes of the NAP. It should also indicate the resources required and the institutional arrangements for its implementation.

3.1 Goal

Guidelines on goal setting

PURPOSE

To identify the goal of the NAP and link it to the broader socioeconomic policy framework

TASKS

- State the goal that the NAP seeks to contribute to within your country's broader development goals;
- Link the stated goal to existing national development frameworks and/or employment policy.

The goal should indicate the overall objective that the NAP on youth employment seeks to contribute to within broader development goals of the country. The NAP should be explicitly linked to national development plans.¹⁸

If the country has a PRS, the NAP could be linked to it and contribute to achieving one or more of the objectives set out therein and, at the same time, bring in a more explicit youth employment focus. Box 6 below gives an example of what PRS papers normally contain.

If the country has adopted an *employment policy or an employment strategy*, the goal of the NAP should be aligned with the goal of this policy. An example of a goal of employment policy is shown in the Employment Policy Convention (No. 122), 1964, which states as a major goal “*the promotion of full, productive and freely chosen employment*”. This goal is reflected in the employment policies and strategies of many countries that have ratified this Convention.

¹⁸ In many countries, the United Nations Development Frameworks should also be used as a reference.

Box 6. Content of a PRS paper

Macroeconomic and structural issues

- Growth and employment
- Economic framework
- Fiscal and monetary policies
- Trade policy and markets
- Privatization

Poverty status

- Rural and urban poverty diagnostic
- Inequality, social welfare, ethnicity, youth, gender
- Agriculture and land reform

The consultative process *(The who, how, where, and when of wide ranging social dialogue)*

- Process to date
- Future commitments

Good governance *(Sometimes treated as a cross-cutting issue)*

- Legal/ regulatory/ judicial reform
- Civil service reform
- Local-government reform/decentralization
- Public financial management
- Corruption

Human development/capability

- Health/nutrition
- Education
- Human rights
- Social protection/ social inclusion/ vulnerability/safety nets
- Labour market

Private sector

- Enabling environment for business
- Informal economy
- Cooperatives
- Credit/banking
- Information and communication technology
- Natural resources for production

Infrastructure

- Energy
- Transport
- Water and sanitation
- Utilities

Poverty monitoring and analysis

- Institutional arrangements for poverty monitoring
- PRSP indicators, targets and MDGs
- Strengthening statistical systems

Cross-cutting Issues

- Gender
- HIV/AIDS
- Environment
- Strategic communication in PRS paper
- Community-driven development

Policy matrix

- Objectives, progress to date, planned actions
- Costing, financing, budgeting, and medium-term expenditure frameworks

Country specific topics

- Child labour
- Migration
- Conflict/security/disaster preparedness
- Human trafficking
- Food security

Source: Adapted from ILO, *Decent Work and Poverty Reduction Strategies (PRS) – A reference manual for ILO staff and constituents*, Geneva, 2005.

3.2 Youth employment objectives and targets

Guidelines on youth employment objectives and targets

PURPOSE

To set objectives to be achieved by the NAP and accompanying targets

TASKS

- Identify and set objectives that can be realistically achieved within the timeframe of the NAP;
- If an employment policy or strategy exists:
 - align the specific objectives of the NAP with the relevant ones of the employment policy/strategy; or
 - identify youth-specific targets that can be linked to the objectives of the employment strategy;
- Identify and set one or more measurable targets for each objective;
- Ensure that gender issues are taken into consideration when setting the objectives and in particular the targets.

The objective should indicate what the NAP aims to achieve by the end of its implementation (long-term impact). In most cases, a youth employment objective can be achieved through the combination of different policies. For this reason, the number of objectives should be limited and objective statements should be kept as clear and concise as possible.

Each objective should be accompanied by one or more quantifiable or verifiable targets to be reached. Targets provide benchmarks for monitoring the progress made towards the achievement of objectives and evaluating the impact of the NAP. They help identify what needs to be accomplished and by when. They represent a commitment to be met by the country. Equity issues in general and, in particular, gender equality should be taken into account when setting targets. This might involve disaggregating global targets by sex where appropriate and setting specific targets for either young men or young women.

Box 7 presents an example of a youth employment objective and two related targets.

Box 7. Youth employment objectives and targets

One of the salient problems emerging from the situation analysis of the country of *Sunshine* is that the VET system is not responsive to labour market requirements. As a consequence, young trainees, particularly young women, experience low placement rates. Furthermore, young men and especially young women belonging to ethnic minorities face additional disadvantages. They have high dropout rates and lower employment rates compared to other young people. The policy analysis has, therefore, identified as top-ranking youth employment problems an overall low relevance of the VET system and high levels of unemployment and discouragement among youth from ethnic minorities. The National Technical Team (NTT) has agreed that “Improved access and the relevance of the VET system” should be a policy priority of the NAP of *Sunshine*. Therefore, it has set the following objectives and targets:

- Objective 1:** To improve access to and increase the relevance of the VET system.
Target: The rate of young trainees placed in permanent jobs increase by 40 per cent, and that of young women by 55 per cent within the next five years.
- Objective 2:** To prevent social exclusion of young women and men belonging to ethnic minorities by improving their employment prospects.
Target: By the year Y, the employment rate of youth from ethnic minorities increases by 10 per cent.

If the country has adopted an *employment policy*, the objectives of the NAP should be aligned with those of the employment policy. This approach will enable the mainstreaming of youth employment (as a horizontal goal) into the different components of the employment policy. Where there exist well articulated employment policies and strategies, the NAP could contribute to making youth employment a horizontal priority by setting youth-specific targets (See Box 8).

Box 8. Youth employment in the European Employment Strategy

The European Employment Strategy adopted by the European Union is an integrated employment policy approach centred on the broad objectives of implementing “employment policies aiming at achieving full employment, improving quality and productivity at work, and strengthening social and territorial cohesion”. Countries are guided in establishing common objectives articulated around three areas (attract and retain more people in employment, increase labour supply and modernize social protection systems; improve adaptability of workers and enterprises; and increase investment in human capital through better education and skills)*. A set of targets is provided to help countries monitor progress. Four targets are particularly relevant for young people. These are: (i) the increase of the employment rate to 70 per cent overall, of at least 60 per cent for women, by 2010; (ii) every unemployed young person should be offered a new start in the form of training, retraining, work practice, a job or other employability measure before reaching six months of unemployment; (iii) 85 per cent of 22 year-olds will have completed upper secondary education by 2010; and (iv) the average rate of early school leavers should be no more than 10 per cent by 2010.

* The first EES was built around four pillars (i.e. employability, adaptability, entrepreneurship and equal opportunities). It has now evolved into the above-mentioned key priorities to foster an integrated employment policy approach. Both the “pillar” and “key policy priority” approaches are used for the design and development of employment strategies.

Source: European Commission: *Integrated guidelines for growth and jobs (2005-08)*, Luxembourg, 2005.

3.3 Main operational outcomes and indicators

Guidelines on operational outcomes and indicators

PURPOSE

To identify the outcomes that will be produced by the end of the NAP and set performance indicators to measure them

TASKS

- Identify and set outcomes that lead to tangible changes in policy and/or institutions within the timeframe of the NAP;
- In setting the outcomes, state them as realistically achievable ends, not as actions or means and always link each of them to a youth employment objective;
- For each outcome, set one or more SMART indicators of performance of which at least one is quantitative;
- Ensure that gender issues are taken into consideration when setting the outcomes and indicators.

The operational outcomes should indicate a tangible change in policy and/or institutions that is expected to happen within a given timeframe set out in the NAP (mid-term impact). Therefore, outcomes should be expressed in the form of realistically achievable ends, not as actions to be undertaken or means to be used. When defining an outcome statement, the scope of the NAP should be kept in mind, as well as the resources that may be available. Put otherwise, the expected change must be balanced with the resources that may be available and the scope of the NAP.

Outcomes are instrumental for the achievement of objectives, and as such always have to be linked to one of them. The set of outcomes attached to a specific objective can affect change across different policies and/or institutions. For instance, an objective that seeks to improve the working conditions of young workers aged 15-17 in hazardous work can be achieved through a combination of outcomes affecting labour legislation, labour administration and the business environment. These outcomes could include: a revised policy concerning the hazardous types of work that can harm the health or development of young workers under the age of 18; improved capacity of labour inspectorates to enforce labour legislation for the elimination of child labour and the protection of young workers; simplified procedures for enterprises in high-risk sectors to register as legal entities.

The identification of outcomes is a necessary but not sufficient condition. Concrete and gender sensitive indicators have to be set for each outcome identified. These indicators are essential to measure performance and monitor progress overtime. They should be *specific, measurable, achievable, relevant and time-bound* (SMART).

The information collected on these indicators is useful for managing decision-making that keeps the NAP on track towards the achievement of its objectives. As a rule of thumb, at least one quantitative indicator should be attached to each outcome. Quantitative indicators should be based on a unit of analysis or calculation, existing baseline data and benchmarks for comparison (e.g. numbers, rates, ratios).

Building on the example mentioned earlier, the performance indicators could include: the exact number of laws that need to be amended to revise the policy on hazardous types of work by exact time factor (this means that laws are identified prior to setting the indicator); the percentage of increase in compliance with labour legislation due to inspection visits by exact time factor; a reduction by an exact percentage of the number of administrative documents necessary to register an enterprise in high-risk sectors by exact time factor.

Box 9 gives an example of youth employment outcomes and related indicators linked to the examples of objectives and targets illustrated in Box 7.

3.4 Resources

Guidelines on resources
<p>PURPOSE To plan the resources that will be required to implement the NAP</p>
<p>TASKS</p> <ul style="list-style-type: none"> <input type="checkbox"/> Estimate the necessary (human, material and financial) resources required for the implementation of the NAP and indicate the relevant national institutions providing these inputs; <input type="checkbox"/> Break down resources by outcome; <input type="checkbox"/> Identify financial shortcomings and possible external sources of funding; <input type="checkbox"/> Include the breakdown of inputs in the NAP.

As already mentioned earlier in this Guide (see Part II, Section 2), a key feature of public policies is the ability of the State to allocate scarce resources to those initiatives

that have high returns. This is why the NAP should identify human, material and financial resources that are required for its implementation. These resources should be in line with the reach of the NAP. More specifically, a sound estimate of necessary resources could be done for each outcome. This exercise is crucial for the ultimate success of the NAP. Underestimations could hamper the implementation of the NAP. Overestimations might not pass the efficiency test.

With regard to financial inputs, once the overall resource requirement is determined, it will be possible to identify the extent to which funding can be covered by national budgetary resources. In the event of financial shortcomings, national authorities could either re-phase priorities within the NAP or consider mobilizing funding through bilateral and multilateral cooperation. The breakdown of inputs with indications of funding sources should be included in the NAP.

Box 9. Youth employment outcomes and indicators

To achieve the objectives and meet the targets set out in the NAP of Sunshine, the NTT has shaped the following outcomes and performance indicators:

Outcomes and indicators linked to Objective 1

Objective 1: To improve access to and increase relevance of the VET system

- OUTCOME 1.1.: VET system reformed to provide equal access to vocational training for young women and men

Indicators:

- The rate of enrolment of young women in VET is equal to that of young men by the year Y
- The rate of young female graduates in VET is increased by 25 per cent by the year X
- Young women's participation in training in non-traditional trades is 35 per cent by the year Z

- OUTCOME 1.2.: VET policy revised to flexibly respond to labour market requirements, including through the provision of work experience

Indicators:

By the year Z:

- 70 per cent of VET programmes are designed on the basis of labour market forecasts and of the needs identified by enterprises
- 85 per cent of VET programme delivery is competency-based
- 60 per cent of VET programmes incorporate work experience components, including through public-private partnerships

Outcomes and indicators linked to Objective 2

Objective 2: To prevent social exclusion of young women and men belonging to ethnic minorities by improving their employment prospects

- OUTCOME 2.1.: Increased number of youth from ethnic minorities who found employment through activation measures

Indicators:

By the year Z:

- The rate of youth from ethnic minorities benefiting from ALMPs increased by 40 per cent
- The rate of young people from ethnic minorities included in social welfare measures decreased by 25 per cent

- OUTCOME 2.2.: Increased number of young workers from ethnic minorities who moved to jobs in the formal economy

Indicators:

By the year Z:

- New incentives measures result in the formalization of employment contracts of 25,000 young workers from ethnic minorities
- 40,000 young workers have the employment relationship regularized as a result of labour inspection measures
- 20,000 young workers from ethnic minorities gain decent employment through the enforcement of anti-discrimination policies

3.5 Implementation and coordination mechanism

Guidelines on national coordination mechanism

PURPOSE

To identify and describe the mechanism that will coordinate the implementation of the NAP

TASKS

- Identify and describe the institutional mechanism that will be established and/or entrusted to ensure effective coordination of the implementation of the NAP at national and local levels;
- Describe the roles and responsibilities of the lead government institution;
- Indicate the composition, roles and responsibilities of the coordination body and, if possible, of the envisaged technical working groups.

As shown in Box 3, the array of policies that influence youth employment outcomes spans different government ministries (e.g. trade, industry, finance, commerce, education and training, employment, youth affairs). It involves central and local institutions, including employers' and worker's organizations, and agencies (e.g. Public Employment Services, private employment agencies, education and training providers).

To ensure coherence throughout the implementation of the NAP, it is essential to put in place a coordination mechanism that clearly identifies the role and responsibilities of the different parties involved. This mechanism could include:

- A. The lead government institution that is entrusted with coordinating the implementation of the NAP. This institution would act as permanent secretariat of the coordination body.
- B. A coordination body (e.g. steering committee, advisory board) that includes all line ministries involved in the implementation of the NAP together with employers' and workers' organizations. The ministries should be identified on the basis of the priority policies and the outcome(s) for which the different ministries will take responsibility. Representatives of civil society, especially youth groups, should also be part of this coordination body. The latter should have specific terms of reference and meet on a regular basis or upon request. The Coordination Body can set up ad hoc technical working groups to undertake specific tasks (e.g. drafting of bills, development of strategies). The composition of these working groups would depend on the tasks and expertise required.

Box 10 provides an example of a coordination mechanism set up through the ILO's technical assistance.

The implementation of the NAP should also involve coordination among local institutions and actors. The experience of many youth employment initiatives shows that the devolution of tasks to regional and local authorities facilitates meeting local requirements and making decisions that are closer to the needs of the ultimate beneficiaries. In this context, a coordination arrangement at the decentralized level may be envisaged. It is likely that such an arrangement would resemble that at the central level.

Box 10. Example of a coordination mechanism for the implementation of the Kosovo Youth Employment Action Plan

<p><i>Prime Minister's Office (PMO)</i></p>	<p>The Office of the Prime Minister will provide overall coordination for the implementation of the Youth Employment Action Plan. The PMO will specifically:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Arrange for the establishment of an Inter-ministerial Committee on Youth Employment staffed mainly by those public officials who designed the Action Plan. Such officials will provide technical support, advice and guidance in all aspects related to implementation of the Action Plan to their respective Ministries as well as to the PMO. The Inter-ministerial Committee will prepare periodical progress and monitoring reports and it will assist in the preparation of the Action Plan evaluation reports; <input type="checkbox"/> Facilitate the exchange of information and best practices among central and local government agencies and between the Government and civil society.
<p><i>Inter-ministerial Committee on Youth Employment (ICYE)</i></p>	<p>After the endorsement of the Youth Employment Action Plan, the ICYE will:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Provide expert advice and assist key Ministries and the PMO to determine the appropriate programmes, tasks and work flow among ministries, local government institutions, agencies, civil society organizations and other institutions involved in the implementation of the Action Plan; <input type="checkbox"/> Design and review appropriate guidelines which can assist key Ministries and local government in carrying out their work efficiently in the area of youth employment; <input type="checkbox"/> Advise key ministries and local government institutions on technical matters relating to the implementation of youth employment programmes; <input type="checkbox"/> Provide assistance to donors and technical assistance coordination units in matters related to youth employment programmes and projects; <input type="checkbox"/> Monitor the achievement of objectives and provide feedback to key ministries, local government and the PMO on corrective actions; <input type="checkbox"/> Provide technical assistance on the follow-up to UN and other global and regional recommendations on youth; <input type="checkbox"/> Assist in the identification of research needs in the area of youth development and contribute in research undertakings.

Source: *Kosovo youth employment action plan: A mid-term policy framework 2007-2010*, December, 2006.

Box 11. Primary evaluative criteria

Evaluation criteria	Definition
<i>Relevance</i>	extent to which the Action Plan objectives are justified in relation to needs, whether they were/ are relevant and correspond to local and national priorities;
<i>Effectiveness</i>	extent to which the objectives have been achieved; whether the interventions and means used have had the expected impact; whether more could have been obtained by using different means;
<i>Efficiency</i>	whether the objectives have been achieved at the lowest possible cost and whether better results could have been obtained at the same cost;
<i>Utility</i>	whether the expected or unexpected results are satisfactory from the point of view of direct and indirect beneficiaries;
<i>Sustainability</i>	extent to which the results and impact, including institutional changes, are durable over time and whether these will continue in the absence of further financing.

3.6 Monitoring and evaluation

Guidelines on monitoring and evaluation

PURPOSE

To identify and describe the system that will be put in place to monitor and evaluate the NAP

TASKS

- Describe the system and tools that will be used to monitor the NAP;
- Indicate the monitoring activities that will be undertaken to capture progress on and performance of outcomes against the established indicators;
- Describe the mechanism that will be applied to evaluate the NAP;
- Identify the stakeholders to be involved in monitoring and evaluation;
- Ensure that monitoring and evaluation are gender sensitive.

Monitoring and evaluation systems are management tools that can be used by government agencies for accountability and transparency purposes, as well as to show results. They can also help strengthen coherence among policies, plans and projects.

Monitoring improves the overall management of the NAP by providing information and feedback to all parties involved. It mainly serves to assess progress in terms of ongoing work and the use of allocated resources. This information allows for corrective measures to be taken in due course in order to ensure consistency between planning and implementation. In this regard, it is suggested that action plans are reviewed at least once a year and, if necessary, revised according to changing needs. As already mentioned, performance indicators are essential for appropriate monitoring.

Evaluation enables verification of overall success or failure of the NAP. It aims to measure performance of the youth employment objectives in terms of relevance, efficiency, effectiveness, utility and sustainability (i.e. long term impact). Box 11 illustrates the definition of these primary evaluative criteria, while Tool 7 provides a sample of NAP evaluation issues and questions. Also, evaluations are useful to draw lessons learned from implementation that can be distilled to inform future interventions.

This section of the NAP should contain provisions concerning monitoring and evaluation modalities. It should thus clearly spell out the roles and responsibilities of the stakeholders involved in the monitoring and evaluation process. For instance, if an inter-institutional mechanism is set up for this purpose, periodical reports should be prepared to check whether the implementation of the NAP is taking place according to schedule and the measures are achieving the planned results. These reports should also identify institutions and staff responsible for delivering on the NAP.

4. Identifying documents to be appended to the NAP

4.1 NAP matrix

The matrix is a useful tool for visualizing the functional relationship between the different elements of the National Action Plan on Youth Employment (objectives, targets, outcomes, indicators, responsibilities and inputs). It also provides a snapshot of the essential information in a table format. An example of this matrix is provided in Tool 7 in Part III of this Guide.

4.2 NAP Workplan

The NAP should contain a tentative workplan guiding its implementation in an annex. This workplan should provide information on outputs to be produced and activities to be undertaken in order to deliver on the outcomes.¹⁹ It should also indicate the timeframe for the implementation of the activities and the unit responsible for delivery.

It is important to bear in mind the difference between planning and implementation. Whilst the NAP, as conceived in this Guide, is a planning tool, the workplan is meant to facilitate implementation of the Plan. Therefore, both of them are essential and complementary tools to support countries in the promotion and implementation of strategies for decent and productive work for young people. A template of a workplan is proposed in Tool 8.

4.3 Portfolio of NAP projects

Given the spectrum of initiatives that may arise from the different actors who may be involved in the NAP, it could be envisaged that implementation also take place through dedicated projects. These projects would serve to deliver on one or more outcomes, including through the support of international development assistance. For this reason, the NAP could include a portfolio of project outlines in an annex. Each outline should indicate the project links to the NAP, as well as outputs and budgetary requirements. It should not exceed two pages as the development of a fully-fledged project proposal would normally take place at a later stage. Tool 9 proposes a template for the project outlines.

¹⁹ *Outputs* are the products which result from the activities of a development intervention (e.g. labour inspectors trained, new labour inspection procedures introduced and used). They represent the result that contributes to achievement of the outcome. *Activities* are the actions undertaken to produce the planned output (e.g. conduct capacity building workshops for labour inspectors, develop training material, review existing inspection procedures, assess their relevance, draft new procedures).

4.4 International Labour Standards and national legislation relevant to work and young persons

International labour standards offer a benchmark of fairness for the governance of the youth labour market. They provide guidance to countries on a wide range of policies and measures relating to rights at work, employment, social protection and social dialogue. For this purpose, those International Labour Standards that are relevant for youth employment are provided in Tool 10. The list of Conventions ratified by country, as well as the relevant national legislation applying the provisions of these Conventions should be appended to the NAP.

Part III.

Toolkit of templates and matrixes
for National Action Plans
on Youth Employment

Tool 1.

Proposed outline and content of a NAP document

The NAP document is not meant to be an analytical paper, but rather an operational document to set directions and guide future action on youth employment in the country. The proposed structure of the NAP should be used as a common framework. Some flexibility can be applied depending on national circumstances, and in particular when information is not entirely available in the country.

	MAIN SECTIONS	SUB-SECTIONS
I.	Situation analysis	Overview of the macroeconomic and social context
		Analysis of the youth labour market
		Review of existing policies and programmes affecting youth employment
		Institutional framework and coordination on youth employment
		Development cooperation on youth employment (bi- and multilateral, and IFIs)
II.	Main policy priorities	Problem identification and analysis
		Policy priorities
III.	Action planning	Goal
		Youth employment objectives and targets
		Main operational outcomes and indicators
		Resources
		Implementation and coordination mechanism
		Monitoring and evaluation
Annexes		
I	NAP matrix	
II	NAP Workplan	
III	NAP project outlines	
IV	List of International Labour Standards and national legislation relevant to work and young persons	

Tool 2.

Indicators for mapping the general labour market situation

This tool provides the main indicators of the labour market. It constitutes a comprehensive list of desirable indicators that would allow for a comprehensive picture of the labour market situation of the country. The list is meant to be a tool to guide countries in the identification of available information.²⁰ This information is usually provided by the Labour Force Survey (LFS), or alternatively, from administrative data from the Ministry of Labour and/or the employment services.²¹

- *Demographic trends* by major age groups [disaggregated by sex for children (0-14), youth (15-24), adults (25-64) and elderly (65+)] and projections.
- *Labour force participation*, the economically active population (the sum of total employment and total unemployment) – raw number and as a share of the working age population (the labour force participation rate), disaggregated by sex, age (15-24 and 25+), educational level, and urban/rural.
- *Employment rate*, ratio of the employment-to-working age population, disaggregated by sex, age (15-24 and 25+), educational level, and urban/rural.
- *Employment by sector and status* – employed persons broken down by detailed economic sector (e.g. agriculture, mining and quarrying, manufacturing, trade, hotels and tourism, etc.) and employed persons by status in employment (wage employment, self-employment – with and without employees – and unpaid family work), disaggregated by sex, age (15-24 and 25+), and urban/rural.
- *Employment by public or private sectors*, disaggregated by sex, age (15-24 and 25+), and urban/rural.
- *Employment by hours of work* (generally distributed in hours bands per week – e.g. < 20, 20-29, 30-39, 40-49, > 50), disaggregated by sex, age (15-24 and 25+), and urban/rural.
- *Employment by permanency on the main job* (permanent or temporary), disaggregated by sex, age (15-24 and 25+), and urban/rural.²²
- *Informal employment*, where available, information on employment in the informal economy and, if possible, by economic sector, status in employment, sex, age, education, urban/rural.²³
- *Unemployment* by sex, age, education and urban/rural. Where available, a breakdown by unemployment spell should be given. This is particularly important to determine long-term unemployment (i.e. > 12 months).

²⁰ The data should be accompanied by information concerning the geographic and/or coverage limitations of the source.

²¹ In the latter case, it should be indicated that data concerning unemployment refer only to “registered unemployment”.

²² The definition used to distinguish between permanent or temporary work should be clearly indicated.

²³ The definition used to determine informal employment should be clearly indicated.

- *Time-related underemployment*²⁴ by sex, age, education, economic sector, urban/rural.
- *Inactivity rate*²⁵ by sex, age, education and urban/rural. If possible, the breakdown of reasons for inactivity should be given so that the number of “discouraged workers” can be captured.
- *Educational attainment and illiteracy rates* by sex, age, urban/rural.
- *Wage levels and earning* by sex, age, education, occupation, private/public sectors, urban/rural.
- *Occupational health and safety* – number of work-related diseases, deaths caused by work-related disease, fatal and non-fatal accidents, number of accidents causing three (3) or more days of absence, by sex and age (if possible).

²⁴ The international definition of time-related underemployment includes all persons in employment whose hours of work « are insufficient in relation to an alternative employment situation in which the person is willing and available to engage ». If variations on the international definition are used, they should be clearly indicated.

²⁵ The inactivity rate is defined as the percentage of the working-age population that is neither working nor seeking work. If the reasons for inactivity are determined, this indicator provides useful insights for capturing discouraged workers (i.e. those that due to [perceived] lack of success have stopped looking for work, although they are willing and able to work).

Tool 3.

Checklist of the main indicators of the youth labour market

YOUTH LABOUR MARKET INDICATORS *	
Population	Demographic trends with projections including fertility rates as well as child and old age dependency rates
Education	Educational attainment
	Students in education
	Number of school dropouts
	Enrolment and literacy rates
Labour force	Youth labour force participation over the past decade
	Youth Employment trends <input type="checkbox"/> Employment rate <input type="checkbox"/> Employment by economic sector and status <input type="checkbox"/> Public or private sector <input type="checkbox"/> Hours of work (including voluntary & involuntary part-time)
	Employment by type of contract and status in main job; when available, information should be provided by economic sector <input type="checkbox"/> Full time, part-time, permanent or temporary <input type="checkbox"/> Wage and salaried workers, self-employed workers, contributing family workers
	Informal Employment where available, information should be provided by economic sector and status in employment
	Time-related underemployment where available, information should be provided by economic sector and status in employment
	Youth unemployment trends Where available, breakdown by duration, especially for long-term unemployment (> 12 months)
	Youth-to-total unemployment rates ratio (share of youth unemployment rate to total unemployment rate)
	Youth-to-total adult unemployment rates ratio (share of youth unemployment rate to adult unemployment rate)
	Inactivity
Wages and working conditions	Wages and earnings by sector and occupation when possible
	Occupational health and safety by sector when possible <input type="checkbox"/> Number of work-related diseases <input type="checkbox"/> Deaths caused by work-related diseases <input type="checkbox"/> Fatal and non-fatal accidents <input type="checkbox"/> Number of accidents causing 3 or more days of absence
	Child labour – number of young people aged 15-17 in the worst forms of child labour by gender and sector (See: Worst Forms of Child Labour Convention (No. 182) 1999)

* Disaggregated by gender, age cohorts, ethnic groups, youth with disabilities, HIV/AIDS, migrant workers, rural/urban, educational level.

Tool 4.

Matrix for describing the different levels of the education system

ISCED LEVEL	NAME OF THE LEVEL	DESCRIPTION OF THE LEVEL
0	Pre-primary education	Initial stage of organized instruction designed primarily to introduce very young children to a school-type environment, i.e. to provide a bridge between the home and a school-based atmosphere.
1	Primary education (or first stage of basic education)	Programmes at this level give students a sound basic education in reading, writing and mathematics along with an elementary understanding of other subjects (e.g. history, geography, natural science, social science). Schooling normally begins between the ages of 5-7, is compulsory in all cases and lasts 5 or 6 years as a rule.
2	Lower secondary education (or second stage of basic education)	Programmes are typically designed to complete the provision of basic education which began with primary education. In many countries, the educational aim is to lay the foundation for life-long learning. They are usually on a more subject-oriented pattern using more specialized teachers and more often several teachers conducting classes in their field of specialization. The full implementation of basic skills occurs at this level. The end of this level often corresponds to the end of full-time compulsory schooling.
3	Upper secondary education	This level of education typically begins at the end of full-time compulsory education for those countries that have a system of compulsory education. The entrance age to this level is typically 15 or 16 years. More specialization may be observed at this level than at the previous one. Programmes typically require the completion of some 9 years of full-time education (since the beginning of level 1). The programmes at this level can consist of general education or vocational education and training (VET).
4	Post-secondary education (non-tertiary education)	Programmes at this level serve to broaden the knowledge of participants who have already completed a programme at level 3. They prepare students for level 5 or for direct labour market entry.
5	Tertiary (higher) education	This level consists of tertiary programmes having an educational content more advanced than those offered at levels 3 and 4. Programmes can be: (i) theoretically based or give access to professions with high skills requirements (long stream); or (ii) practical/technical/occupationally specific (short stream).
6	Advanced tertiary education	This level is reserved for tertiary programmes which lead to the award of an advanced research qualification. The programmes are therefore devoted to advanced study and original research.

Source: Adapted from UNESCO: International Standard Classification of Education (ISCED), 1997.

Tool 5.

Criteria for assessing project/programme performance and impact

CRITERIA	DEFINITION	CHECKLIST OF ISSUES TO BE LOOKED AT
Effectiveness	Degree of achievement of the objectives and the effects of the programme/project on the target groups.	<p>Progress made towards the achievement of the objective(s) and major accomplishments and/or drawbacks.</p> <p>Intended beneficiaries and/or direct recipients. Information regarding their characteristics, such as age, sex, ethnic origin, socio-economic background, geographical location and economic sector should be provided.</p> <p>Number and/or type of intended beneficiaries and/or direct recipients reached, compared with the original plan. Reasons for and the nature of changes, if any.</p> <p>Effects of the programme/project on the situation of the intended beneficiaries and/or direct recipients.</p> <p>Internal and/or external factors that have (positively or negatively) influenced achievement of the objectives.</p>
Efficiency and cost-effectiveness	Use of allocated resources compared to the results obtained.	<p>Programme/project's results compared to the costs incurred.</p> <p>For example, the efficiency of a training programme will be defined as the degree to which the minimum financial resources were used to develop and implement the training programme (estimated, for instance, by the cost per trainee), while cost-effectiveness of training compares the benefits of training with the costs of generating those benefits (estimated, for instance, by the cost per job created).</p>
Impact	Jobs for young people that would not have been created without the interventions.	<p>Number who obtained jobs, number who obtained waged jobs, their average earnings, their types of contracts (fixed-term, temporary, part-time), hours of work, compared with a control group which was not affected by the interventions.</p>
Sustainability	Durability of the effects after completion of the intervention.	<p>Capacity (institutional, managerial, technical and financial) of the direct recipients to continue/further develop activities undertaken under the project/programme after project/programme completion.</p> <p>Measures incorporated in project/programme to ensure financial sustainability after project/programme completion (e.g. operation of a credit scheme, various commercial services and other income-generating activities).</p>

Tool 6.

Sample of NAP evaluation issues and questions

EVALUATION ISSUES	SAMPLE EVALUATION QUESTIONS
<p>Action Plan rationale <i>(Does the Action Plan make sense?)</i></p>	<ul style="list-style-type: none"> <input type="checkbox"/> To what extent are the objectives and mandate of the Action Plan still relevant? <input type="checkbox"/> Are the activities and outputs of the Action Plan consistent with its mandate and plausibly linked to the attainment of the objectives and intended impact?
<p>Impact and effect <i>(What has happened as a result of the Action Plan?)</i></p>	<ul style="list-style-type: none"> <input type="checkbox"/> What impact, intended and unintended, resulted from carrying out the Action Plan? <input type="checkbox"/> In what manner and to what extent does the Action Plan complement, duplicate, overlap or work at cross-purposes with other programmes?
<p>Achievement of objectives <i>(Has the Action Plan achieved what was expected?)</i></p>	<ul style="list-style-type: none"> <input type="checkbox"/> In what manner and to what extent were objectives achieved as a result of the Action Plan?
<p>Alternatives <i>(Are there better ways of achieving the results?)</i></p>	<ul style="list-style-type: none"> <input type="checkbox"/> Are there more cost-effective programmes that might have achieved the objectives and intended impact? <input type="checkbox"/> Are there more cost-effective ways of delivering what was envisaged by the Action Plan?

Tool 7.

Template of the NAP Matrix

Youth employment objective:		
Target:		
Outcome	Indicators	Responsible unit
Outcome 1	Indicator 1.1	Ministry X
	Indicator 1.2	
	Indicator 1.n	
Outcome 2	Indicator 2.1	Ministry Y
	Indicator 2.2	
	Indicator 2.n	
Outcome 3	Indicator 3.1	Ministry Z
	Indicator 3.2	
	Indicator 3.n	
Outcome n	Indicator n.1	PES
	Indicator n.2	
	Indicator n.n	

	Financial inputs		Timeframe	
	Budgetary	Extra-budgetary	Start date	End date
	US\$ 2 million	US\$ 1 million	dd.mm.yy	dd.mm.yy
	US\$ 3 million	US\$ 2 million	dd.mm.yy	dd.mm.yy
	US\$ 2 million	None	dd.mm.yy	dd.mm.yy
	US\$ 1 million	US\$ 2 million	dd.mm.yy	dd.mm.yy

Tool 8.

Proposed template of NAP Workplan

		Start date	End date	Responsible
1	INDICATE OUTCOME 1			
1.1	Describe Output 1			Manager
A.1.1.1	Describe activity 1			Mr./Ms. X
A.1.1.2	Describe activity 2			Mr./Ms. Y
A.1.1.n	Describe activity n			Mr./Ms. Z
1.2	Describe Output 2			Manager
A.1.2.1	Describe activity 1			Mr./Ms. X
A.1.2.2	Describe activity 2			Mr./Ms. Y
A.1.2.n	Describe activity n			Mr./Ms. Z
1.n	Describe Output n			Manager
A.1.n.1	Describe activity 1			Mr./Ms. X
A.1.n.2	Describe activity 2			Mr./Ms. Y
A.1.n.n	Describe activity n			Mr./Ms. Z
N	INDICATE OUTCOME N			
n.1	Describe Output 1			Manager
A.n.1.1	Describe activity 1			Mr./Ms. X
A.n.1.2	Describe activity 2			Mr./Ms. Y
A.n.1.n	Describe activity n			Mr./Ms. Z
n.2	Describe Output 2			Manager
A.n.2.1	Describe activity 1			Mr./Ms. X
A.n.2.2	Describe activity 2			Mr./Ms. Y
A.n.2.n	Describe activity n			Mr./Ms. Z
n.n	Describe Output n			Manager
A.n.n.1	Describe activity 1			Mr./Ms. X
A.n.n.2	Describe activity 2			Mr./Ms. Y
A.n.n.n	Describe activity n			Mr./Ms. Z

Tool 9.

Proposed template for NAP project outlines

PROJECT TITLE	
Project description	Describe the main components of the project, the target groups, the implementation strategy and the institutional arrangement.
Link to NAP	State how the project will contribute to the achievement of one of the youth employment objectives of the NAP.
Project's immediate objective(s)	State the objective(s) to be achieved by the project. These objectives should coincide with one or more outcomes of the NAP.
Project performance Indicators	State (in quantifiable terms) the indicators of performance attached to each project objective.
Project outputs	Indicate the main outputs to be produced in order to achieve the project objective(s).
Budget	Indicate the financial resources required for the project.
Contact	Name and contact details of the responsible official or unit.

Tool 10.

International Labour Standards relevant to work and young persons²⁶

Freedom of association, collective bargaining and industrial relations

- Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)*²⁷
- Right to Organise and Collective Bargaining Convention, 1949 (No. 98)*
- Workers' Representatives Convention (No. 135) and Recommendation (No. 143), 1971

Forced labour

- Forced Labour Convention, 1930 (No. 29)*
- Forced Labour (Indirect Compulsion) Recommendation, 1930 (No. 35)
- Abolition of Forced Labour Convention, 1957 (No. 105)*

Elimination of child labour and protection of children and young persons

- Minimum Age Convention (No. 138)* and Recommendation (No. 146), 1973
- Worst Forms of Child Labour Convention (No. 182)* and Recommendation (No. 190), 1999
- Medical Examination of Young Persons (Industry) Convention, 1946 (No. 77)
- Medical Examination of Young Persons (Non-Industrial Occupations) Convention, 1946 (No. 78)
- Medical Examination of Young Persons Recommendation, 1946 (No. 79)

Equality of opportunity and treatment

- Equal Remuneration Convention (No. 100)* and Recommendation (No. 90), 1951
- Discrimination (Employment and Occupation) Convention (No. 111)* and Recommendation (No. 111), 1958

Labour inspection and administration

- Labour Inspection Convention (No. 81) and Recommendation (No. 81), 1947
- Protocol of 1995 to the Labour Inspection Convention, 1947 (No. 81)

²⁶ The full text of these International Labour Standards is available on the ILO web site at the following address: <http://www.ilo.org/youth>

²⁷ The asterisk indicates the ILO's eight core Conventions.

- Labour Inspection (Agriculture) Convention (No. 129) and Recommendation (No. 133), 1969
- Labour Administration Convention (No. 150) and Recommendation (No. 158), 1978

Employment policy and promotion

- Employment Policy Convention (No. 122) and Recommendation (No. 122), 1964
- Employment Policy (Supplementary Provisions) Recommendation (No. 169), 1984
- Vocational Rehabilitation and Employment (Disabled Persons) Convention (No. 159) and Recommendation (No. 168), 1983
- Private Employment Agencies Convention (No. 181) and Recommendation (No. 188), 1997
- Employment Service Convention (No. 88) and Recommendation (No. 83), 1948
- Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189)
- Promotion of Cooperatives Recommendation, 2002 (No. 193)

Vocational guidance and training

- Human Resources Development Convention, 1975 (No. 142)
- Human Resources Development Recommendation, 2004 (No. 195)

Wages

- Protection of Wages Convention (No. 95) and Recommendation (No. 85), 1949
- Minimum Wage Fixing Convention (No. 131) and Recommendation (No. 135), 1970

Working time

- Hours of Work (Industry) Convention, 1919 (No. 1)
- Hours of Work (Commerce and Offices) Convention, 1930 (No. 30)
- Night Work Convention (No. 171) and Recommendation (No. 178), 1990
- Part-Time Work Convention (No. 175) and Recommendation (No. 182), 1994

Occupational safety and health

- Occupational Safety and Health Convention (No. 155) and Recommendation (No. 164), 1981
- Protocol of 2002 to the Occupational Safety and Health Convention, 1981 (No. 155)
- Safety and Health in Agriculture Convention (No. 184) and Recommendation (No. 192), 2001

Social security

- Social Security (Minimum Standards) Convention, 1952 (No. 102)
- Employment Promotion and Protection against Unemployment Convention (No. 168) and Recommendation (No. 176), 1988

Maternity protection

- Maternity Protection Convention (No. 183) and Recommendation (No. 191), 2000

Migrant workers

- Migration for Employment Convention (Revised) (No. 97) and Recommendation (Revised) (No. 86), 1949
- Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143)
- Migrant Workers Recommendation, 1975 (No. 151)

Indigenous and tribal peoples

- Indigenous and Tribal Peoples Convention, 1989 (No. 169)

**Youth Employment Programme
Employment Sector
International Labour Office**

4, route des Morillons
CH-1211 Geneva 22
Tel.: +41 22 799 68 53
Fax: +41 22 799 75 62
E-mail: youth@ilo.org
Web site: www.ilo.org/youth

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