



International  
Labour  
Organization



## WORKSHOP

# WHAT WORKS FOR YOUTH EMPLOYMENT?

Innovative experiences in  
the transition to formality:



An Initiative under  
the ILO's Area of  
Critical Importance  
on Jobs and Skills  
for Youth (ACI 2)

Lima, 22-24 April, 2015

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# 1. INTRODUCTION

The mutual learning workshop “What works for youth employment? Innovative experiences in the transition to formality,” was part of the activities planned to support the implementation of the Resolution of the 101st Session of the International Labour Conference (ILC), “The Youth Employment Crisis: A Call for Action.”

In response to the global youth employment crisis, the 101st ILC called on tripartite constituents to adopt a multi-pronged approach for

developing demand- and supply-side policies to promote growth with decent job creation and for designing national youth employment programmes. To this end, the ILO defined a strategy to support countries under the Area of Critical Importance of Jobs and Skills for Youth (ACI2), one of the eight critical areas defined in the International Labour Office reform of 2012 and endorsed by the Governing Body. ACI2 specifies work areas and concrete actions promoted by the ILO.

## ACI2 “Jobs and skills for youth”

### Areas of Work

- ▶ Expansion of demand for and quality of youth employment
- ▶ Entrepreneurship and youth self-employment
- ▶ Active labour market policies and youth employment services
- ▶ Skills and training for youth
- ▶ Transition from the informal to the formal economy

### Actions

- ▶ Close knowledge and research gaps identified in the 2012 Resolution with respect to macroeconomic policies, employability and skills, labour market policies, entrepreneurship and rights for young people.
- ▶ Take a balanced approach to demand- and supply-side interventions.
- ▶ Assess the effectiveness of policies and field-test innovative initiatives in selected countries
- ▶ Disseminate findings

The regional workshop forms part of the “Transition to formality” work area. This area works to strengthen constituents’ knowledge and capacities concerning effective policies that include innovative features to increase their impact on youth. Moreover, the workshop served to generate inputs for the discussion on the transition to the formal economy of the 2015 ILC. The event will focus on labour protection in a changing world of work, the transition from the informal to the formal economy and small and medium-sized enterprises. The discussion documents for this point on the Standing Orders urge participants to pay special attention to youth given

that this age group is particularly vulnerable to informal employment.

In Latin America and the Caribbean, informal employment and youth are closely linked: approximately six of every 10 young workers are informally employed. Both the informal and formal sectors contribute to the high rates of informal employment among youth. Fortunately, the characteristics of informality and youth offer an opportunity to implement a broad range of policies using different approaches to increase formal employment and discourage informal employment (ILO 2015<sup>1</sup>).



1 *Youth and Informality: Promoting Formal Employment among Youth: Innovative Experiences in Latin America and the Caribbean*, Lima: ILO/ Regional Office for Latin America and the Caribbean.

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## 2. THE WORKSHOP

In the framework of this strategy, a mutual learning workshop for Latin America and the Caribbean was organized, “What works for youth employment? Innovative experiences in the transition to formality.” The event was held in Lima on 22-24 April, 2015.

### 2.1 Objectives

The workshop’s main objectives were to share information among countries and regions concerning what worked or did not in current efforts to promote formal employment among youth; to discuss and disseminate knowledge on innovative policy options with significant impact; and to identify relevant directions for the design and implementation of youth employment initiatives.

To this end, the workshop was organized around three specific objectives: 1) to contextualize the young face of informal employment in the different regions of the world, seeking to identify common characteristics; 2) to gain a deeper understanding of the different policy options that have direct or indirect innovative features and a demonstrated impact on reducing informal employment among youth; and 3) to establish recommendations and/or guidelines for designing youth employment programmes and policies.

### 2.2 Profile of participants

The workshop brought together representatives of governments and employers’ and workers’ organizations of seven Latin American and Caribbean countries: Argentina, Brazil, Colombia, Jamaica, Mexico, Peru and Uruguay. These countries shared their most innovative youth employment experiences. Government representatives included top-level officials of the Ministries of Labour responsible for employment initiatives, including those of youth. Employer representatives included business leaders of the Industrial Union of Argentina, the National Business Owners’ Association of Colombia, the Jamaica Employers’ Federation, the Employers’ Association of Mexico, the National Chamber of Commerce and Services of Paraguay, and the Peruvian Economics Institute. The workers’ sector was represented by the General

Labour Confederation of Argentina; the General Labour Confederation of Colombia; the Confederation of Trade Unions of Jamaica; the Telephone Operators' Union of Mexico; the Workers' Union of Peru, the Autonomous Workers' Union of Peru, the General of Confederation of Workers of Peru; and the Inter-Union Workers' Plenary – National Convention of Workers of Uruguay.

ILO specialists from Asia and Africa presented experiences from their regions at the event. Officers of the ILO Regional and Country offices also participated. Specialists from several agencies served as observers – the Inter-American Development Bank, the Regional Office of the Food and Agriculture Organization of the United Nations, and the Country Office of the United Nations Population Fund. A total of 41 individuals attended the workshop, including participants and observers (Annex A).



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## 2.3 Methodology

Prior to the workshop, government representatives of each delegation completed an ILO form on initiatives to promote formal employment among youth in their countries. They were also asked to identify an innovative experience of proven impact. This information served as the basis for the rounds of presentations and mutual learning exercises.

The workshop methodology had a participatory focus that gave participants the opportunity to gain a deeper understanding of the pros and cons of the innovative experiences of each country, as well as to facilitate the joint preparation of conclusions and recommendations for national youth employment plans and/or strategies.

## 2.4 Structure and contents

Labour market indicators for youth and the ILO's global agenda to formalize youth employment were presented during the opening session. Current indicators demonstrate that youth should continue to be prioritized on government agendas. The global concern for youth employment has led ILO constituents to increasingly request ILO technical assistance for developing effective youth employment policies and programmes. This workshop contributed to that aim.

The opening session was followed by a discussion of the experience of the Peruvian government – the host of the event. Peru has one of the highest levels of informal employment among youth in Latin America, which is associated with low levels of education and productivity. The National Public Employment Service Network is currently the government's main response to the issue. This network serves as a single window which enables the government to provide job placement services and complementary services in accordance with youths' profiles. Results indicate that the Employment Centres' formal job placements have benefited mainly youth.

The workshop was then divided into three work rounds. In the first, in the framework of the ILO strategy, a map of the situation of youth and informality was presented, together with the main policy responses developed in Latin America and the Caribbean, Asia and Africa.

The second round focused on concrete innovative experiences of the participating countries, where 10 current initiatives – six in Latin America, two in Asia and two in Africa – were presented. The *marketplace* strategy employed combined the

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presentation of experiences with participatory sessions for discussing initiative design, implementation and results achieved.

The third round consisted of group work to identify the characteristics of an “ideal” policy option and how it could be implemented. To this end, the teams concentrated on three types of policy options: formal first job experience; formalization of youth in the informal economy; and quality of employment in the transition to formality.

Annex B contains the workshop agenda. The results of these discussion sessions are presented in the Policy Analysis section.

## **2.5** Workshop evaluation

Evaluation results confirmed that participants highly valued the workshop. Of every 10 participants who completed the evaluation form, six rated the event as very good and four as good. All respondents reported that the material provided was adequate. Among the reasons cited was the quality, relevance and creativeness of the material and the fact that it provided an adequate context to develop and support workshop activities. Additionally, nine of every 10 respondents believe that the knowledge acquired during the workshop will be very useful to them and their organizations. Reasons cited included the contribution of ideas for discussion and application and the value of learning about experiences in other countries.



## 3. POLICY ANALYSIS

In addition to the global dimensions of the difficulties youth face in securing decent work, the countries of the region have their own national and local challenges. In response, countries and regions adopt different policies in the areas recommended by the 101st ILC Resolution for a multi-pronged, balanced approach.

### **Policy areas of the 101st ILC Resolution: The Youth Employment Crisis: A Call for Action**

#### **Pro-employment macroeconomic policies that support stronger aggregate demand and improve access to finance**

- ▶ Education and training that facilitate the school-to-work transition and that correct skills mismatches
- ▶ Labour market policies that favour employment of disadvantaged youth
- ▶ Entrepreneurship and self-employment for aspiring young entrepreneurs
- ▶ Labour policies based on international standards to ensure young people receive equal treatment and are afforded rights at work

In terms of the informal economy and youth, the countries of the region differ from those of Asia and Africa. In India and most African countries, more than 80% of youth are employed in the informal economy whereas this phenomenon affects an average of 55.7% of youth in Latin America and the Caribbean. Consequently, policy responses in Asia and Africa focus more on the transition from the informal to the formal economy whereas those implemented in Latin America are more balanced between incentives for creating formal jobs for youth and transition mechanisms.

Nevertheless, the regions share certain characteristics that policies seek to address. These include the informal entry into the labour market. Youth access entry-level positions or apprenticeships, which are characterized by precariousness and an absence of labour rights. Additionally, youth are concentrated in the small production units typical of the informal economy. At the workshop, participants compared and integrated the experiences of the different regions and countries to find common ground.

## 3.1 Experiences shared

Participating countries implement a variety of interventions to address the problem of informal employment among youth. In this diverse group, nine innovative initiatives were identified in the different countries. While in most cases these experiences represent components of broader policies, they included a variation or novel approach designed to improve results.

In the first group of experiences discussed, the common feature of all the initiatives was **on-the-job training**. With the understanding that skills can be acquired at work, the selected initiatives focused on promoting this learning process when youth enter the labour market through apprenticeship contracts. These initiatives were *Entrenamientos para el trabajo (Job training)* in Argentina, *Bécate* in Mexico, *Yo estudio y trabajo (I study and work)* in Uruguay and *Quality of informal apprenticeships* in Zimbabwe.

The second group of initiatives focused on opportunities to **transition from informal to formal employment**. These included *40 mil primer trabajos (40,000 first jobs)* in Colombia, *Enterprise formalization* in Nepal, *Recognizing informal apprenticeships* in Tanzania and *Empowerment of the rural economy* in Zimbabwe. The experiences in Nepal, Tanzania and Zimbabwe directly intervene in the informal economy to promote formalization whereas the Colombian initiative focuses on creating jobs for youth in the formal sector.

Finally, the third group of initiatives developed mechanisms to guarantee the **quality of labour market entry**. To this end, the three experiences used different strategies to combine supply- and demand-side interventions. The initiatives presented were *Formalization and decent work in the construction industry* in Bangladesh, *Aprendiz Pronatec (Pronatec apprenticeship)* in Brazil and *Youth employment in the digital and animation industries* in Jamaica.

## 3.2 Emerging consensus

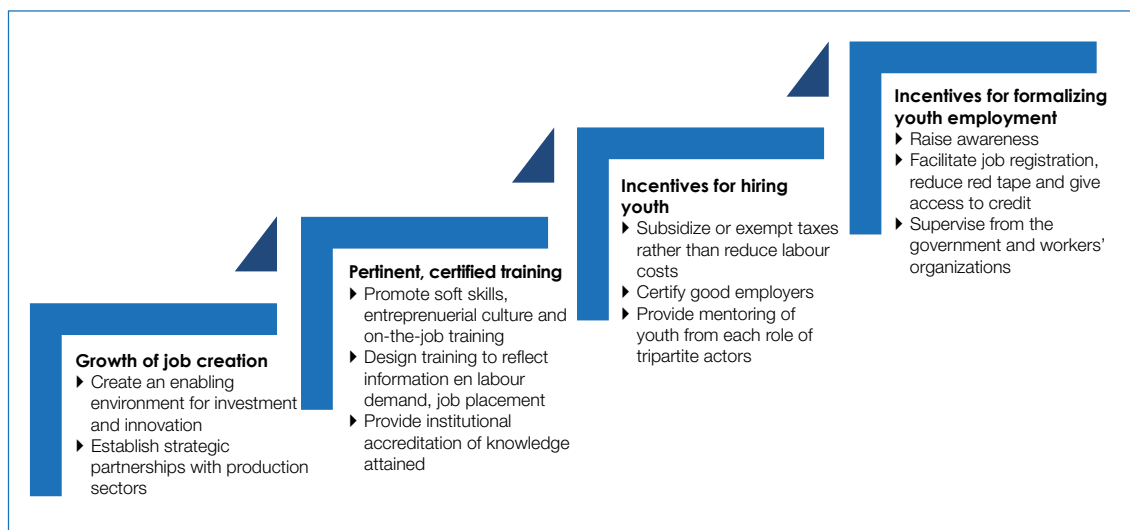
After the different experiences were presented, participants divided into working groups to discuss what would work best for youth policies to create a formal first job, help youth transition from the informal to the formal sector and to guarantee quality employment. Three or four working groups were created for each topic, which were responsible for drafting a set of guidelines for youth employment strategies and plans.

### ▶ Access to a formal first job

Agreements on **access to a formal first job experience** stressed the need to integrate public policies, involve social actors and adapt designs to the different obstacles youth face in accessing a formal job. The working groups recommended policy guidelines and actions to ensure a formal first job experience (Figure 1).

The first guideline was to facilitate job creation when formulating youth employment plans and strategies. Participants stressed the need to create an enabling environment for investment and innovation and to forge partnerships with strategic production sectors to enable the creation of quality jobs. The second guideline was to train young workers in relevant skills, including soft and job readiness skills and an entrepreneurial culture, rather than focus exclusively on wage work. Training is pertinent if it responds to current and future labour market demands. For this reason, it should draw on recent information from employers and productive projects, job placement services and labour roundtables of employers and trade unions. Additionally, training of youth should be accredited to ensure that it serves as an asset during job searches. A third guideline underscored the need to offer incentives to employers to hire youth, such as tax breaks and subsidies, rather than reducing labour costs, which affect the worker. Also mentioned were the certification of “good employers” who participate in these programmes, the need for mentors to guide youth in their first jobs and the key role of tripartism in these efforts. Finally, plans and strategies should include actions to formalize youth employment, with an emphasis on informational and facilitation efforts, incentives for job registration and control activities.

**Figure 1: Guidelines to help youth obtain a formal first job**



In designing and implementing plans and strategies for youth to access a formal first job, working groups stressed the importance of generating information for use by policymakers as well as by the target groups of those policies. In the case of policymakers and enforcers, the groups recommended pilot studies to determine impact and provide feedback on policy design, as well as to establish ongoing monitoring and evaluation mechanisms. In the case of policy target groups, participants underscored the importance of identifying the most effective information channels to reach youth and employers.

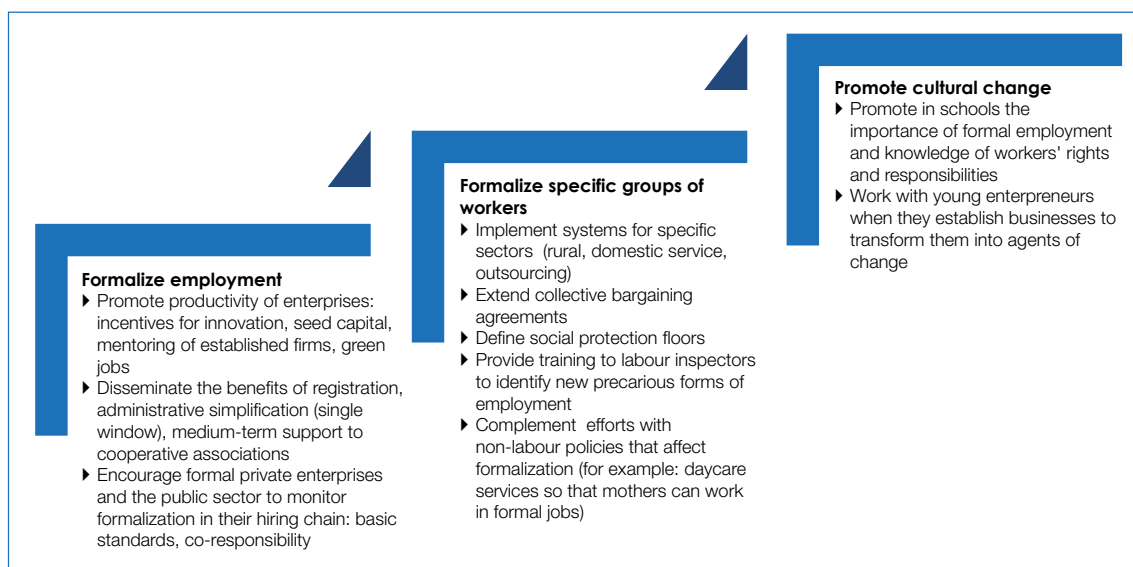
**▶ Actions to guarantee the proper formalization of youth in the informal economy**

The agreements on the elements that plans for transitioning youth from **informal to formal employment** should include focused on the need to use a multi-pronged approach. This requires timely long-term interventions from different sector and occupational fronts. Figure 2 summarizes the main guidelines and actions to take into account for formalizing youth employment.

All working groups proposed including actions to formalize productive activities in plans to formalize youth employment. Suggested measures included increasing productivity of new enterprises, creating systems to facilitate registration and exploring mechanisms to enable formal private enterprises and those of the public sector to monitor the formalization of the production units with which they work. A second guideline was to design specific measures for certain groups of workers with a high concentration of youth. These include implementing specific labour regimes, including them in collective bargaining agreements, guaranteeing social protection floors, training labour inspectors to identify those workers and other non-

labour policies that may help overcome barriers to accessing formal jobs, such as provision of daycare services to young mothers. The third guideline has the long-term focus of promoting cultural change toward job formalization. This involves teaching future workers who are currently enrolled in school about the importance of formal employment and the exercise of their labour rights and responsibilities. Additionally, this effort involves raising awareness of future employers, some of whom are currently in school and others who have begun their enterprise and are hoping to expand operations and create more jobs.

**Figure 2: Guidelines for facilitating transition of youth from informal to formal employment**



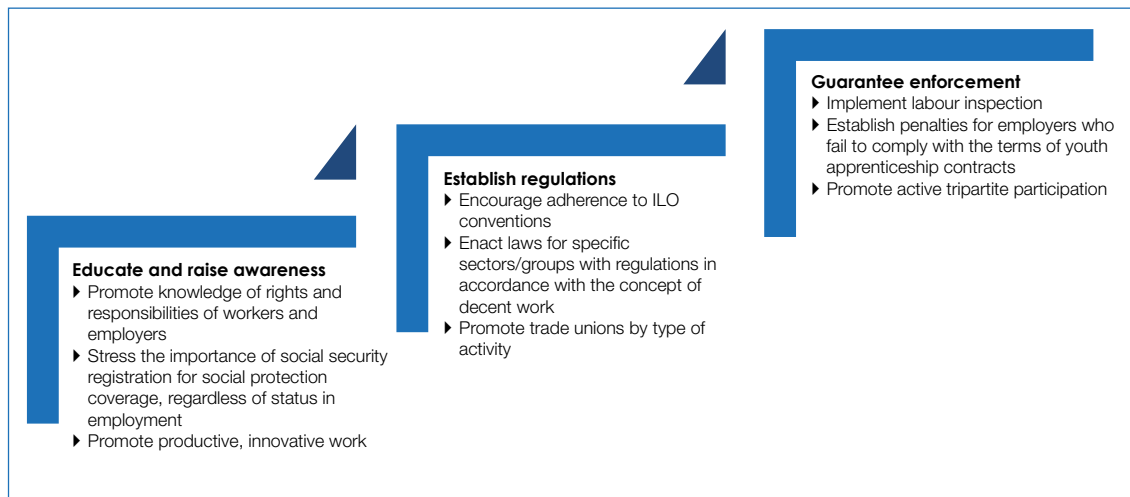
**▶ Improve the quality of employment of young informal workers in their transition to formal employment**

The last round of the workshop focused on a plan to **guarantee quality employment for youth**. Part of the agreements mentioned in the preceding thematic discussions were reiterated in the working groups. Groups agreed that the guiding principles of this plan should be raising awareness, standards and compliance. Their main actions are summarized in Figure 3.

In terms of strategies, participants agreed that workers and employers should be made aware of the benefits, rights and responsibilities inherent to formalization. They should also understand that productivity and innovation are attributes of a quality job. In addition to education and awareness-raising on quality guarantees, the groups stressed the need for standards defining the rules of formality. They urged countries adhering to ILO conventions to review laws on specific sectors or groups of workers to modify those that do not have decent work components. They

also underscored the contribution of trade union representatives in defending job quality in the different areas of activity. Working groups also called for enforcement mechanisms to ensure the effectiveness of regulations. Recommended actions included labour inspection, penalties for non-compliance with the requirements and conditions defined in apprenticeship contracts for youth, and especially the involvement of all tripartite constituents.

**Figure 3: Guidelines for guaranteeing quality employment for youth**



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## 4. TOWARD A FORMAL WORLD OF WORK FOR YOUTH

Discussions on policy options began with a broad characterization of existing practices and their known or expected effects. Following the presentation of the innovative experiences and mutual learning exercises, participants proposed a set of improved, results-oriented initiatives to promote formal employment among youth.

This group of initiatives was noteworthy given the high level of consensus among participants. Representatives of governments, workers and employers agreed on a set of design and implementation features to incorporate into youth employment and strategies in an effort to have the greatest possible impact on youth.

### 4.1 From inputs to results

With respect to the transition to a results-oriented approach, progress was made in building consensus on three policy aspects to formalize youth employment: (i) from training to learning; (ii) from formal registration to employment quality; and (iii) from information to information for decision-making.

#### ► From training to learning

The expected result is youth learning. Training is offered regularly to develop skills and thus to strengthen youths' job qualifications for their successful labour market entry. Nevertheless, the effectiveness of training in achieving this objective may not be optimal, for which reason the discussion centred on how to identify and attain job skills that are coveted in the labour market.

The groups stressed that learning should respond to changes in the world of work. Learning should involve the acquisition of soft and job readiness skills and knowledge demanded by the productive sector. Initiatives implemented in the region to adopt modules to develop soft and job readiness skills – particularly in the vulnerable population– are incipient. The public sector in several countries is also

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developing programmes that work with employers to provide training tailored to labour demands in an effort to expand youth employment opportunities.

Participants also discussed who should assume the role of this learning. The formal education system, from primary school to the university, was identified as a key player. Enterprises were also viewed as important agents, with mutual benefits for the employer – who can train the worker in accordance with the needs of the job – and youth – who can gain work experience.

Additionally, groups stressed the importance of guidance and mentoring of youth in this process for generating impact. The role of vocational training is crucial initially for exploring the best career options for youth whereas mentoring becomes relevant during the learning process to assure the continuity, quality and acquisition of knowledge. Moreover, capitalizing on the knowledge acquired requires formal certification mechanisms to enable youth to “prove” that they have the skills employers need.

#### ► **From regulation to job quality**

The expected result of job formalization policies is job quality. Here discussions concentrated on the most enabling practices to guarantee quality. In this sense, quality refers to much more than simply legalizing productive activities and registering workers.

The “target” job for the new labour force is found at the frontier of productive innovation. While programmes for youth with employment difficulties do not consider this possibility, a youth employment strategy should recognize youth as agents of change and aspire for their inclusion in strategic sectors and not necessarily in trades and more traditional types of work. This will help guide medium- and long-term training.

To complement the formalization process, social dialogue instruments should be adapted to incorporate a youth-centred approach. The active participation of tripartite constituents, which contribute their sector experience with the specific problems of youth, enriches initiative design, implementation and management. Additionally, their participation helps adapt policies to geographic areas and sectors.

Additionally, participants pointed to the role of each tripartite actor in peer assistance for the transition of employers and workers towards formality. Employers have considerable potential in promoting formalization among peers of the value chain through the establishment of standards, mentoring and associative arrangements. Likewise, the public sector has potential in contractual relations with suppliers and implementing partners. For their part, workers have comparative advantages



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through their organizations for oversight, participation and representation to eradicate informal labour arrangements.

► **From information to information for decision-making**

In the analysis of the different experiences and approaches, information was cited as a critical resource for guidance and achieving effectiveness. Information is particularly useful for identifying labour demand and supply needs. Because these needs are changing, both an immediate response to the current problem and an anticipated response to potential supply-demand mismatches are required. Additionally, information on the labour market and the impact of current interventions is useful for rethinking traditional intervention models. To this end, the groups recommended implementing pilot studies to provide feedback on policies and enable adjustments to be made before large-scale programmes are launched.

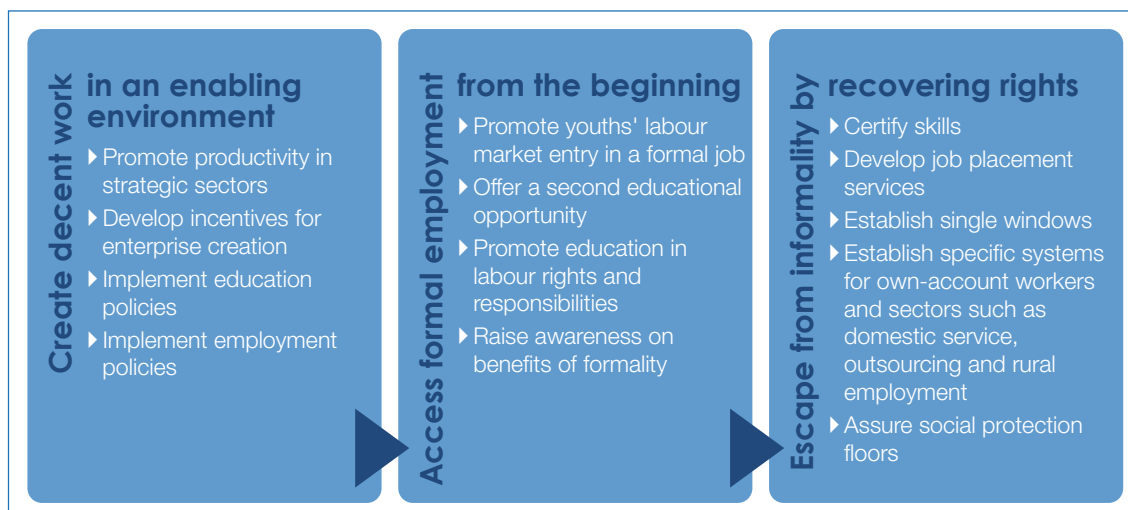
While governments are responsible for developing integrated information systems, employers and workers play a key role in contributing to the information system, sharing findings and positively influencing decision-making.

## **4.2 Strategy for formalizing informal employment among youth**

Sharing similar experiences, identifying adaptations to national contexts and learning about the approaches used in other regions help policymakers and social actors explore new ideas and issues in their efforts to formalize youth employment. The broad consensus at the workshop demonstrates that the abundance of learning accumulated in the region can contribute to more effective youth employment strategies with a smaller margin of error.

By sharing experiences, tripartite actors of Latin America and the Caribbean learn about ideas to consider in national strategies to formalize youth employment. Based on the consensus cited earlier, an ideal strategy would include activities to stimulate decent work creation, enable youth to enter the labour market with a formal job and to establish measures to allow those who work informally to transition to formal employment, progressively recovering their labour rights (Figure 4).

**Figure 4: Strategy to formalize youth employment**



The creation of decent work requires an enabling environment for the development of formal enterprises. Enterprises can be encouraged to create jobs for youth through public policies to promote productivity of strategic sectors for countries, such as biotechnology, software development or tourism; as well as through policies to support entrepreneurship. For youth to have access to these jobs requires the implementation of other public policies associated with education and employment. Education policy should respond to the need to give the new labour force the qualifications that job creation demands whereas employment policy can offer coaching through job placement services that link labour supply and demand.

Where formal jobs exist, the challenge is for youth to access these jobs from the beginning of their working life. Programmes for a formal first job in the form of apprenticeships represent an opportunity for youth to obtain work experience that is valued in the labour market and for employers to be compensated for the lower initial productivity of the new workers. Access to formal employment also means appropriate training. Here, second-opportunity education programmes help youth achieve this training in a timely manner. As a complementary measure, the rights and responsibilities associated with formal employment should disseminated in an effort to raise awareness of and prevent illegal practices.

Youth who work informally require a variety of policies to guide them in the transition to formal employment and the restitution of their rights, where employment and social protection policies work together. Employment policies include job placement services and skills certification programmes to reconnect youth with the formal market and to accredit the skills acquired in their informal job experiences. Social protection policies provide basic guarantees through transfer programmes and non-contributory social benefits. Single windows reduce errors of inclusion and exclusion,

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combining both policies to enable governments to offer informally employed youth a comprehensive intervention. Finally, activities and groups of workers characterized by high levels of informality necessitate the creation of a specific labour system that enables them to enjoy equal rights and access to the decent work conditions of the general labour system. These include own-account, domestic service, rural and outsourced workers, of which a large percentage is youth.

To ensure the impact of this strategy, tripartite constituents must actively participate beyond social dialogue. For each component of the youth formalization strategy, workers' and employers' organizations can contribute their knowledge and governance power in the design, implementation and evaluation phases. The experience of governments, workers and employers in preparing ILO conventions and recommendations is an important antecedent for working groups on informal employment among youth to build consensus on strategies and commitments. The feedback process generated by this involvement is also beneficial for building capacities of actors in anticipation of effective solutions for young workers.

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# 5. LESSONS FOR FUTURE IMPLEMENTATION AND THE WAY FORWARD

The mutual learning among peers led to discussions on lessons learned and future challenges. The working groups made recommendations for future public policy responses, which, while they will not resolve the problem, can strengthen results. The list of recommendations includes feasible elements to incorporate in current initiatives and future plans or strategies to enable youths' access to quality jobs.

One consensus was the importance of *youths' first job being a formal one*. In other words, when youth first enter the labour market, they should have labour rights and attain learning that improves future employment or entrepreneurial opportunities. Policies to this end should consider:

- ✓ Learning –including the development of soft and job readiness skills and on-the-job training
- ✓ Recognition –certification and accreditation of this experience
- ✓ Mentoring of youth during the work experience
- ✓ Social benefits beyond job benefits for youth with specific needs (mothers, disabled individuals, rural workers, at-risk workers) such as social protection and access to services
- ✓ Involvement of employers in on-the-job training and in sector agreements to promote youth work experience in strategic sectors
- ✓ Involvement of workers' organization in promoting the inclusion of first-time workers in collective bargaining agreements and trade union representation

Prior to accessing formal employment, *youth should receive pertinent training*. This has implications both for training services targeting youth in the formal education

system as well as for young people attend training institutes as a second educational opportunity. Designs for skills development programmes are strengthened by:

- ✓ Education systems –from primary school to the university– which incorporate skills development for entrepreneurship rather than simply for job searches, training in labour rights and responsibilities, and subjects that generate the human capital necessary for innovation and productivity
- ✓ Involvement of employers in defining contents of training –especially professional training– in an effort to guarantee its pertinence to the skills demanded
- ✓ Involvement of workers in continuing education and access to training
- ✓ Vocational training for youth in accordance with future employment opportunities



- ✓ Monitoring of training gaps in anticipation of production changes and integration of this information in areas involved in training design and implementation

The transition from informal to formal employment of young workers is facilitated by adopting specific measures for this age group:

- ✓ Single windows where the profile of the youth is determined to assign benefits in keeping with available social programme options

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- ✓ Job placement services that include vocational guidance, introduction to the world of work and mentoring with follow-up after the placement process
  - ✓ Systems to register economic activities combined with medium-term support to small urban and rural enterprises to overcome constraints to productivity and improve income sustainability
  - ✓ Active participation of employers in support and mentoring of young entrepreneurs for their formal, productive entry into the value chain
  - ✓ Knowledge and tools for labour inspectors to identify precarious youth employment
  - ✓ Active participation of workers in monitoring labour arrangements with high levels of precariousness and inclusion in the social dialogue agenda

Of course these components are insufficient for responding to all emerging issues concerning the way forward to youths' transition to formal employment. This is why measuring progress in these improvements in strategy design and implementation becomes relevant. Pilot experiences, evaluations and documented monitoring are crucial for enabling public policy to accumulate knowledge and strengthen positive results.

## A List of participants and observers

GOVERNMENT			
COUNTRY	NAME	POSITION	INSTITUTION
<b>ARGENTINA</b>	Natalia Chebez	Operational coordinator of the programme Jóvenes con Más y Mejor Trabajo	Ministry of Labour, Employment and Social Security – Employment Secretariat
<b>BRAZIL</b>	Allan Thiago de Sousa Correa	Director – Department of Labour and Employment Policies for Youth	Ministry of Labour and Employment
<b>COLOMBIA</b>	Luis Ernesto Gómez Londoño	Vice-minister of Employment and Pensions	Ministry of Labour
	Miguel Ángel Cardozo Tovar	Advisor to the Office of the Vice-minister of Employment and Pensions	Ministry of Labour
<b>JAMAICA</b>	Errol Miller	Chief Technical Director	Ministry of Labour and Social Security
<b>MEXICO</b>	Nelly Cabañas del Valle	Head, Department of Evaluation of Actions	Secretariat of Labour and Social Protection
<b>PERU</b>	Miriam Arzapalo Callupe	Labour Dispute Mediation Specialist	Ministry of Labour and Employment Promotion
<b>URUGUAY</b>	Eduardo Fabián Pereyra	National Employment Director	Ministry of Labour and Social Security
EMPLOYERS			
COUNTRY	NAME	POSITION	INSTITUTION
<b>ARGENTINA</b>	Paula María Bibini	Regional Vice-president, UIA Joven	Industrial Union of Argentina (UIA)
<b>COLOMBIA</b>	Juliana Manrique Sierra	Attorney	National Association of Businessmen and Businesswomen of Colombia (ANDI)
<b>JAMAICA</b>	Brenda Vioris Cuthbert	Chief Executive Officer	Jamaica Employers Federation (JEF)
<b>MEXICO</b>	Ariosto Manrique Moreno	Advisor	Employers Confederation of Mexico (COPARMEX)
<b>PERU</b>	Patricia Estela Pérez Malca	Researcher	Peruvian Institute of Economics (IPE)
<b>URUGUAY</b>	Diego Carlos Yarza Calatrella	Legal Advisor	National Chamber of Commerce and Services of Uruguay (CNCS)

(continues...)

WORKERS			
COUNTRY	NAME	POSITION	INSTITUTION
<b>ARGENTINA</b>	Gustavo Gándara	Executive Director	General Work Confederation (CGT)
<b>COLOMBIA</b>	Munir Fernando Cure Monroy	Economics Researcher	General Work Confederation (CGT)
<b>JAMAICA</b>	Collin Andre Virgo	Chief Organizer	Jamaica Confederation of Trade Unions (JCTU)
<b>MEXICO</b>	Ricardo Castillo Castillo	Political Action Committee	Telephone Operators' Union of Mexico (STM)
<b>PERU</b>	Katia Pilar Hurtado Chelquillo	Communications Secretary	Single Central Workers' Union (CUT)
	Paola del Carmen Egúsqiza Granda	Youth Secretary	Autonomous Workers Central Union of Peru (CATP)
	César Soberón Estela	Youth Secretary	General Federation of Workers of Peru (CGTP)
<b>URUGUAY</b>	Martina Micaela Sanguinetti Bello	Educator	PIT-CNT
ILO			
COUNTRY	NAME	POSITION	INSTITUTION
<b>AFRICA</b>	Ashwani Aggarwal	Senior Specialist – Skills and Employment	ILO-South Africa
<b>ARGENTINA</b>	Evelyn Veza	Associate Researcher	CEDLAS - Universidad Nacional de La Plata, Argentina
<b>ARGENTINA</b>	Luis Casanova	National Officer, Decent Work Programme	ILO-Argentina
<b>ASIA</b>	Thomas Kring	Lead Technical Advisor	ILO DWT - South Asia (New Delhi)
<b>BRAZIL</b>	Anne Posthuma	Senior Employment Policy Specialist	ILO-Brazil
<b>COLOMBIA</b>	Laura Norato	Consultant	ILO-Colombia
<b>COSTA RICA</b>	Katia Gil García	Regional Project Coordinator	ILO-San Jose
<b>GINEBRA</b>	María Prieto	Youth Employment Specialist	ILO-Geneva
<b>GINEBRA</b>	Azita Berar Awad	Director of Employment Policy Department	ILO-Geneva
<b>PERU</b>	Guillermo Dema	Regional Youth Employment Specialist	ILO-Regional
<b>PERU</b>	Juan Chacaltana	Regional Labour Economics Specialist	ILO-Regional
<b>PERU</b>	Carmen Benitez	Regional Workers' Education Specialist	ACTRAV
<b>PERU</b>	Roberto Villamil	Specialist	ACT/EMP DWCT Andean Countries
<b>PERU</b>	María Artea	Adjunct Director	DWCT Andean Countries

(continues...)



## OBSERVERS

COUNTRY	NAME	POSITION	INSTITUTION
<b>USA</b>	David Rosas	Senior Economist, Labour Markets and Social Security Unit of the Inter-American Development Bank (IDB)	Inter-American Development Bank
<b>PANAMA</b>	Gustavo Pizarro	Policy Specialist on MDGs with the Poverty Group of UNDP's Bureau for Development Policy	United Nations Development Programme, Regional Office
<b>PERU</b>	John Preissing	Representative in Peru of the Food and Agriculture Organization (FAO) of the United Nations	FAP, Peru
<b>PERU</b>	María Elena Zuñiga	Representative, United Nations Population Fund, Peru	UNFPA, Peru



## B Agenda

### What works for youth employment?

Innovative experiences in the transition to formality

An initiative under the ILO's Area of Critical Importance on Youth Employment and Skills (ACI 2)  
Auditorium of the ILO Regional Office for Latin America and the Caribbean

Lima, 22-24 April, 2015

WEDNESDAY, 22 APRIL	
14:00 – 15:00	<b>Registration of participants</b>
15:00 – 15:40	<b>Opening ceremony</b> Elizabeth Tinoco, Regional Director, ILO, Latin America and the Caribbean Daniel Ysau Maurate Romero, Minister of Labour and Employment Promotion (Government of Peru) Azita Berar, Director of the Employment Policy Department, ILO (Geneva)
15:40 – 16:10	<b>Implementation of the Employment Centre as a mechanism for labour inclusion</b> Daniel Ysau Maurate Romero, Minister of Labour and Employment Promotion (Government of Peru)
16:10 – 16:30	<b>Workshop objectives and methodology</b> Guillermo Dema, Regional Youth Employment Specialist (ILO, Regional Office, Lima) María Prieto, Youth Employment Specialist (ILO Geneva)
16:30 – 17:00	<b>Coffee break</b>
17:00 – 17:30	<b>Formalizing youth employment: Features and innovative experiences in Latin America and the Caribbean</b> Evelyn Vezza, Centre for Distributive, Labour and Social Studies (CEDLAS) of the Universidad Nacional de La Plata – Argentina (20-minute presentation followed by a 10-minute Q&A session)
17:30 – 18:00	<b>Formalizing youth employment: Features and innovative experiences in South Asia</b> Thomas Kring, Lead Technical Advisor, Sub-regional project “Way Out of Informality” (ILO New Delhi) (20-minute presentation followed by a 10-minute Q&A session)
18:00 – 18:30	<b>Formalizing youth employment: Features and innovative experiences in Africa. An initial assessment</b> Ashwani Aggarwal, Senior Specialist in Skills and Employment (ILO Pretoria) (20-minute presentation followed by a 10-minute Q&A session)
18:30 – 19:30	<b>Cocktail</b> ILO auditorium lobby

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## THURSDAY, 23 APRIL

09:00 – 09:15	<b>Introduction to workshop methodology</b>
09:15 – 11:45	<b>MARKETPLACE Round 1.</b> Presentation and discussion of: <ul style="list-style-type: none"> <li>▶ <b>Yo estudio y trabajo.</b> Uruguay, Eduardo Fabián Pereyra, Ministry of Labour and Social Security</li> <li>▶ <b>Improving the quality of informal apprenticeships in the urban informal economy,</b> Zimbabwe, Ashwani Aggarwal, ILO Pretoria</li> <li>▶ <b>Bécate Job Training Programme.</b> Mexico, Nelly Cabañas del Valle, Labour and Social Protection Secretariat</li> <li>▶ <b>Job Training Programme (EPT).</b> Argentina, Natalia Chebez, Ministry of Labour, Employment and Social Security</li> </ul>
11:45 – 12:00	<b>Coffee break</b>
12:00 - 12:45	<b>Group work.</b> Access of youth to a formal first job
12:45 - 13:15	<b>Conclusions of the group work in plenary</b>
13:15 – 14:30	<b>Lunch</b>
14:30 – 16:30	<b>MARKETPLACE Round 2.</b> Presentation and discussion of: <ul style="list-style-type: none"> <li>▶ <b>Updating informal apprenticeships and skills recognition (Tanzania) and training in the TREE methodology for empowerment of the rural economy (Zimbabwe).</b> Ashwani Aggarwal, ILO Pretoria</li> <li>▶ <b>Formalization of microenterprises in local districts.</b> Nepal, Thomas Kring, ILO New Delhi</li> <li>▶ <b>40 mil primeros empleos.</b> Colombia, Luis Ernesto Gómez Londoño, Vice-minister of Employment and Pensions, Ministry of Labour (Colombia)</li> </ul>
16:30 – 16:45	<b>Coffee break</b>
16:45– 17:30	<b>Group work.</b> Actions to guarantee the proper formalization of informally-employed youth
17:30- 18:00	<b>Conclusions of the group work in plenary</b>
18:00- 18:15	<b>Summary of day's activities</b>

## FRIDAY, 24 APRIL

09:00 – 09:15	<b>Introduction to the workshop methodology</b>
09:15 – 11:45	<b>MARKETPLACE Round 3.</b> Presentation and discussion of : <ul style="list-style-type: none"> <li>▶ <b>Youth employment in the digital and animation industries.</b> Jamaica, Errol Miller, Ministry of Labour and Social Security</li> <li>▶ <b>Promotion of formalization and decent work among construction workers.</b> Bangladesh, Thomas Kring. ILO New Delhi</li> <li>▶ <b>Pronatec Apprenticeship.</b> Brazil, Allan Thiago de Sousa Correa, Ministry of Labour and Employment</li> </ul>
11:45 – 12:00	<b>Coffee break</b>
12:00 – 12:45	<b>Group work.</b> Improving the quality of employment of young informal workers in their transition to formal employment
12:45 – 13:15	<b>Conclusions in plenary</b>

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## FRIDAY, 24 APRIL

13:15 – 14:30	<b>Lunch</b>
14:30 – 16:00	<b>Conclusions</b>
16:00 – 16:15	<b>Coffee break</b>
17:15 – 18:00	<b>Plenary and closing session</b>

## C Experiences presented

### ► Youth learning in the workplace

Initiatives of Argentina, Mexico and Uruguay share the objective of promoting youths' access to formal work experience. The objective of the experience in Zimbabwe is to guarantee the quality of apprenticeships already underway in the informal economy.

The initiatives target different groups of youth. While Argentina's *Entrenamientos para el trabajo (Job training)* programme concentrates on youth that neither study nor work, Uruguay's *Yo estudio y trabajo (I work and study)* programme is designed for youth enrolled in school. *Bécate* in Mexico targets unemployed youth while the initiative in Zimbabwe focuses on youth employed in the informal sector.

The area where this work experience takes place also varies depending on the initiative. Initiatives in Latin America occur in the formal sector. Youth participating in the *Bécate* programme engage in internships in the private sector whereas *Entrenamientos para el trabajo* work in both the private and public sectors. The *Yo estudio and trabajo* programme is exclusively for the public sector. The Zimbabwe initiative focuses on the informal sector in apprenticeships with master craftsmen.

Channels of access to youth also differ. In the case of *Entrenamiento para el trabajo* and *Bécate*, access is through job placement offices, which guide and pre-select youth to apply for the vacancies offered by employers –who make the final selection– for this contractual arrangement. In the *Yo estudio y trabajo* programme, youth apply online or at job placement centres. Participants are selected for available positions through a drawing (1,000 annually).

In Uruguay, while the programme is currently implemented on a limited scale, its significant expansion is expected with the development of regulations of the Youth Employment Law. With this law, apprenticeships will also be available in the private sector and for youth who have completed high school and are currently pursuing higher education.

These experiences are linked to the definitive, direct entry into the labour market only in the *Bécate* programme, where the participating employer must hire 80% of interns once they have completed their internships. In the case of *Entrenamientos para el trabajo*, this is independent of the decision for labour entry but enables the employer to participate in another programme (Labour Entry Programme) that subsidizes the hiring of youth who have completed internships. The *Yo estudio y trabajo* programme prohibits public sector agencies from hiring youth who have completed internships.

### Experiences for youth learning in the workplace

COUNTRY	INITIATIVE	OBJECTIVE	TARGET POPULATION	INTERVENTIONS
<b>ARGENTINA</b>	Entrenamientos para el trabajo	Provide work experience for vulnerable youth	Youth who neither study nor work	Economic subsidy for youth for 6-month internships of 4 hours daily; employers cover insurance and provide a mentor Monitoring through job placement office
<b>MEXICO</b>	Bécate	Improve employability by correcting the mismatch between training supply and demand	Unemployed youth	Economic subsidy to youth for a three-month apprenticeship contract for 6 to 8 hours daily; the employer covers insurance and transportation costs Employers must hire 80% of apprentices after apprenticeship ends
<b>URUGUAY</b>	Yo Estudio y Trabajo	Coordinate between schools and a first job experience to discourage dropping out of school	Youth who attend school but who do not have work experience	Wage subsidy to the employer for one year for an apprenticeship contract of 4-6 hours daily
<b>ZIMBABWE</b>	Quality of informal apprenticeships	Improve training acquired in informal settings, taking care to avoid the increased precariousness of the system	Youth apprentices in the informal economy	Skills of master craftsmen: access to technology, financing and other business development services Organization of informal apprenticeship system: rotation by business units, official certification and improved working conditions

#### ► Transition from informal to formal employment

The initiatives in Nepal and Zimbabwe, *Formalization of microenterprises and Empowerment of the rural economy*, respectively, concentrate on small economic units and offer incentives for improving productivity. These include training in the trade or profession, technical support for resource management and financing. The programme in Nepal also facilitates access to registration, raising awareness of its advantages and making simplified procedures readily available. Tanzania offers a certification system –*Recognizing informal apprenticeships*– where training institutes, employers of small enterprises and craftsmen participate and where workers’ skills in certain areas are revalidated to make them better qualified in the labour market.

With the launching of the *40 mil primeros empleos* programme, Colombia focuses its transition strategy on the direct hiring of youth in the formal sector. Based on the lessons learned during the implementation of the Law of Formalization No. 1492 of 2010, which offered parafiscal tax subsidies for formalizing youth,<sup>2</sup> the current strategy concentrates on promoting 40,000 formal job vacancies that provide one year of quality training for youth in large enterprises. During the first six months, the cost of hiring youth is fully subsidized while employers cover all costs during the second half of the year.

### Experiences in the transition from informal to formal employment

COUNTRY	INITIATIVE	OBJECTIVE	TARGET POPULATION	INTERVENTIONS
<b>COLOMBIA</b>	40 mil primeros empleos	Create a first formal job experience	Youth without formal job experience	Employer subsidy for 6 months; employer finances the subsequent 6 months
<b>NEPAL</b>	Formalization of microenterprises	Formalization of small economic units at the local district level	Small and medium-sized enterprises	Training, assistance and mobile units for registration Contact with financial services
<b>TANZANIA</b>	Recognition of informal apprenticeships	Improve the employability of workers, recognizing the skills they acquired in informal jobs	Workers in informal enterprises	Certification of skills in the automotive industry, carpentry, masonry, food production and services
<b>ZIMBABWE</b>	Empowerment of the rural economy	Improve skills in rural areas	Rural youth	Management training in agricultural activities Microcredit

#### ► Guaranteeing the quality of labour entry

The initiative in Bangladesh, *Formalization and decent work in the construction industry*, implements a variety of activities to guarantee decent work conditions in the sector. With respect with health and safety at work, it provides on-the-job training, promotes labour rights and safety laws and protocols. It also supplies equipment to reduce the risk of accidents (such as adequate clothing and safety nets). Moreover, to stabilize the income of construction contractors, the programme facilitates access to financing as a tool for formalization.

The experience in Brazil, *Aprendiz Pronatec*, combines formal training with work experience through a combination of two existing initiatives. Through the *Apprenticeship Law*, employers are given incentives for hiring youth as interns while technical skills are strengthened through *Pronatec*, the country's largest training programme. This combined programme seeks to adapt youths' qualifications to the needs of new

<sup>2</sup> Although the fiscal cost was high, the programme did not have the expected impact on youth.

enterprises, providing disadvantaged youth with the opportunity to find a quality job and making internship contracts in these production units more attractive. Youth receive training through the network of training institutions. Training is tailored to the needs identified in microenterprises and small enterprises of the sector.

The experience of Jamaica promotes hiring of youth in expanding sectors such as the digital and animation industries, with both labour supply- and demand-side interventions. The supply interventions include development of youths' skills for working in these industries, strengthening math and technology skills and creating study and degree programmes in animation. Demand-side interventions include promotion of youth-led microenterprises and investment in the sector. Fairs and school competitions are also organized to promote these industries among the country's youth and the international community.

### Experiences to guarantee quality first jobs

COUNTRY	INITIATIVE	OBJECTIVE	TARGET POPULATION	INTERVENTIONS
<b>BANGLADESH</b>	Formalization and decent work in the construction industry	Improve working conditions in the construction industry	Workers and employers in the informal construction industry	Safety, health and representation at work: establishment of standards and protocols, knowledge of rights Access to financing
<b>BRAZIL</b>	Aprendiz Pronatec	Create a first job experience with training	Vulnerable youth and micro and small enterprises	Apprenticeship and training contracts for youth, in accordance with employers' needs
<b>JAMAICA</b>	Employment in the digital and animation industries	Promote youth hiring in the digital/animation industries	Youth and employers in the sector	Training: development of specific training programmes in animation; math and technology training Technical assistance for the establishment of microenterprises of 2-3 youth and promotion of investments in the sector Dissemination activities

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# WORKSHOP

## WHAT WORKS FOR YOUTH EMPLOYMENT?

Innovative experiences in  
the transition to formality:

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Labour  
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