



## Governing Body

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Institutional Section

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### FIFTH ITEM ON THE AGENDA

## Matters arising out of the work of the 101st Session (2012) of the International Labour Conference

### Follow-up to the adoption of the resolution – The youth employment crisis: A call for action

#### Purpose of the document

The document proposes the main elements of a follow-up plan by the Office over the next seven years, 2012–19 (for the remainder of the current biennium and over the next three biennia) for the implementation of the priorities listed in the conclusions “The youth employment crisis: A call for action” adopted by the International Labour Conference in June 2012.

The Governing Body is invited to provide guidance on the follow-up plan (see the draft decision in paragraph 37).

**Relevant strategic objective:** Create greater opportunities for women and men to secure decent employment and income.

**Policy implications:** The guidance of the Governing Body will inform the planning and implementation of further Office work on youth employment, which has been highlighted as one of the key focus areas in the preview of Programme and Budget proposals for 2014–15, including the constituents support strategy and a leadership and advocacy role at the global level.

**Legal implications:** None.

**Financial implications:** Extra-budgetary resource mobilization for the implementation of the follow-up plan.

**Follow-up action required:** Integration of the guidance provided by the Governing Body in the Office-wide planning and implementation of the follow-up plan.

**Author unit:** Employment Policy Department (EMP/POLICY) and Youth Employment Programme (YEP).

**Related documents:** Resolution and conclusions “The youth employment crisis: A call for action”, 2012; Strategic Policy Framework 2010–15 (GB.304/PFA/2(Rev.)) and preview of the Programme and Budget proposals for 2014-15 (GB.316/PFA/1).



## Part I. Introduction

1. At its 101st Session (2012), the International Labour Conference adopted on 14 June the resolution “The youth employment crisis: A call for action”<sup>1</sup> with accompanying conclusions which supplement the conclusions concerning youth employment adopted in 2005. The Conference invited the Governing Body to give due consideration to the conclusions in planning future work on youth employment and requested the Director-General to take them into account in the programme and budget for future biennia and when allocating such other resources as may be available during the 2012–13 biennium. It also requested the Director-General to share the conclusions in relevant international forums and to take the leadership in promoting the call for action (paragraphs 4 and 5 of the resolution).
2. The call for action underlines the urgency of immediate and targeted action to tackle the unprecedented youth employment crisis that is affecting all regions. According to the most recent ILO estimates, the youth employment crisis remains unabated. About 75 million young people worldwide are currently unemployed; 4 million more are unemployed today than in 2007; and more than 6 million have given up hope of finding work and have stopped looking for a job. More than 200 million young workers earn less than the equivalent of US\$2 a day.<sup>2</sup>
3. The conclusions also contain guiding principles and a comprehensive set of policy measures that can guide constituents in shaping national strategies and action on youth employment. They affirm that a multi-pronged and balanced approach that takes into consideration the diversity of country situations is the desired way to respond to the highest global priority of generating decent jobs for youth. This approach should foster pro-employment growth and decent job creation through macroeconomic policies, employability, labour market policies, entrepreneurship and rights for young people.
4. Lastly, the conclusions (paragraphs 50–55) highlight the role that the International Labour Office can play in providing global leadership and acting as a centre of excellence on youth employment, and in supporting action by governments, social partners and the multilateral system to address the youth employment crisis and promote decent work for youth at national, regional and global levels. Building on the existing 2005 action plan, the Office is requested to take full account of the impact of the crisis and experience gained since, to enhance its capacity in the five policy areas: employment and economic policies for youth employment; employability (education, training and skills, and the school-to-work transition); labour market policies; youth entrepreneurship and self-employment; and rights at work for young people. The Office is also called upon to expand action under three pillars: (i) knowledge development and dissemination; (ii) technical assistance; and (iii) partnerships and advocacy for decent work for youth.
5. This document outlines the approach taken by the Office to give effect to the resolution and proposes the main components of the follow-up plan for a seven-year period (2012–19), corresponding to the remainder of the current biennium and the next three biennia. To the extent feasible, concrete activities are proposed under the following headings: (i) promotion of the call for action; (ii) knowledge development and dissemination; (iii) technical assistance and capacity building at the country level;

<sup>1</sup> The text of the resolution and conclusions can be found on the ILO website at: [www.ilo.org/youth](http://www.ilo.org/youth).

<sup>2</sup> ILO: *Global employment trends for youth 2012* (Geneva, 2012).

(iv) partnerships and advocacy; and (v) implementation arrangements and resource mobilization strategy. Implementation arrangements by the Office to ensure balanced and coherent follow-up action across policy areas are also briefly presented.

6. In preparation for the follow-up plan, the Office (the Employment Policy Department and the Youth Employment Programme) has initiated a process of consultation with relevant departments and work units at headquarters and in the field to propose work items in the next seven years that could give effect to the conclusions. The appendix provides examples of such concrete activities proposed by the Office.
7. Furthermore, jobs and skills for youth are highlighted as a cross-cutting area of critical importance in the preview of the Programme and Budget proposals for 2014–15 that are before the Governing Body.<sup>3</sup>
8. The next recurrent discussion on employment, planned for the 2014 session of the Conference, will also include a focus on youth employment, as called for by the 2012 conclusions.<sup>4</sup>

## **Part II. Proposed follow-up plan**

### **Promotion of the call for action**

9. Since the adoption of the resolution in June 2012, every opportunity has been used to promote the call for action at the international, regional and national levels. The aim is to introduce the call for action and increase its visibility, both in view of the urgency of action conveyed in the resolution and in order to explain and advocate the multi-pronged policy mix set out in the conclusions. Promotion activities were carried out, for example, at the G20 and Rio +20 meetings (June 2012), at meetings and events held in the context of the United Nations Economic and Social Council (July 2012) and at the European Commission employment policy conference on “Jobs for Europe” (September 2012). The forthcoming ILO European Regional Meeting (April 2013) will be yet another opportunity to promote the call for action and its policy content.
10. The resolution is being disseminated in various languages through all relevant networks, websites, task forces and institutions concerned with youth employment. The call for action will be further promoted through forthcoming conferences, workshops and training activities, including in the context of courses on employment policy and youth employment at the International Training Centre of the ILO in Turin, and presentations at global, regional and national levels.
11. In addition, a more systematic regional awareness-raising plan for ILO constituents and other relevant institutions in Africa, Asia, Latin America and the Arab States is being developed as part of the package of submissions for extra-budgetary resource mobilization (see paragraph 36 of this paper).
12. As part of the promotion of the call for action, a media campaign is being developed and implemented to monitor trends and highlight main issues of interest, including good

<sup>3</sup> GB.316/PFA/1.

<sup>4</sup> GB.316/INS/4/1.

practices in youth employment in all five policy areas of the resolution, through the ILO website, social media and networks.

### Knowledge development and dissemination

13. Paragraph 52 of the conclusions recommends that the ILO strengthen knowledge and disseminate information on employment trends, emerging issues, macroeconomic and industrial policies, youth employment policies and programmes, evaluation and good practice relating to youth employment. In this regard, the Office will continue to collect, analyse and disseminate regularly data and information through *Global Employment Trends for Youth*, the next issue of which is to be published by April 2013. Information on youth labour market trends is being collected through the implementation of school-to-work transition surveys in 28 countries.<sup>5</sup> National workshops involving ILO constituents, youth organizations and other stakeholders will be organized to discuss survey results, policy implications and priority areas of action. Regional reports will also be published to capture the different realities of youth labour markets in countries belonging to the same region.
14. Research work will be initiated and/or intensified to explore emerging issues and to better understand the determinants of employment and conditions of work among specific groups of young people, such as those living in rural areas and adolescents in hazardous occupations, and to analyse gender-differentiated transitions to decent work. Thematic studies will be conducted on the impact of macroeconomic policies, entrepreneurship, wage developments, informality, labour market segmentation and contractual arrangements, internships, expanding quality apprenticeships, migration trends, social dialogue and the green economy. These studies will inform policy-making and the preparation of major reports, including the ILO's Global Reports on child labour (2013) and on wages (2014). A study on youth labour migration will be completed in 2013.
15. Drawing on the research on pro-employment macroeconomic policies conducted by the Office in the last two years, initial work has been undertaken to gauge the impact of macroeconomic policies on youth employment.<sup>6</sup> It is proposed to expand this research through country analyses of youth employment performance and its relationship to macroeconomic and industrial policies. In addition, the new manual on employment targeting the macro and sectoral levels, planned for 2013, will be expanded to include a special focus on youth.
16. As requested in the conclusions, the Office will conduct reviews of youth employment policies and programmes. Since the adoption of the conclusions, the Office has started the review of country policies for youth employment in the Russian Federation. The same review will be conducted in 2013 in El Salvador, Indonesia and Zambia as part of a technical cooperation project sponsored by the Swedish International Development Cooperation Agency.
17. The Office will deepen evaluations of youth employment programmes in order to improve the effectiveness of future interventions and capitalize on lessons learned. A special focus

<sup>5</sup> These surveys are part of an interregional technical cooperation project and global products sponsored by The MasterCard Foundation. See [http://www.ilo.org/employment/areas/youth-employment/WCMS\\_170261/lang--en/index.htm](http://www.ilo.org/employment/areas/youth-employment/WCMS_170261/lang--en/index.htm).

<sup>6</sup> See M. Matsumoto; M. Hengge; I. Islam: *Tackling the youth employment crisis: A macroeconomic perspective*, Employment Working Paper No. 124 (Geneva, ILO, 2012).

will be laid on entrepreneurship programmes, through rigorous impact evaluation of large technical cooperation projects (such as the ILO Youth Entrepreneurship Facility in East Africa) and the analysis of evaluation findings in the Youth Employment Inventory.<sup>7</sup>

18. Good practice measures combining labour market and social protection policies for young people will be identified, analysed and included in the good practice guide on social security. The pilot database on good practices, which contains information on more than 120 ILO projects, will be further developed and expanded to include practices from several national and international institutions and agencies. A tool to review and assess good practice will be developed to standardize and compare information across countries and regions.<sup>8</sup>
19. The Office will promote the establishment of platforms for knowledge sharing. The results of the reviews and evaluations will be included in the global database on youth employment policies, which is being expanded and which will be linked to the ILO's new gateway. The global public-private knowledge-sharing platform on skills for employment has identified skills for youth as one of the three issues in its pilot testing this year.<sup>9</sup>
20. The Office, including the Bureaux for Employers' and Workers' Activities (ACT/EMP and ACTRAV), will develop specific products and guides of respective interest to employers' and workers' organizations to be used for capacity building.
21. The Office, including the International Labour Standards Department and other departments, will explore practical ways of monitoring and reporting on rights for young workers (paragraph 54 of the conclusions). A tool is also being produced to raise awareness of rights at work among young people, including through school programmes and social networks.
22. In view of the interest expressed by ILO constituents in comprehensive synthesis reports of the type submitted for the discussion on youth employment at the 2012 session of the Conference,<sup>10</sup> the findings of various research, analysis and evaluations indicated above will be synthesized and published through a periodic report on what policies work for youth employment, including in the context of global economic slowdown.

### **Technical assistance and capacity building at the country level**

23. Technical and policy advisory support to governments and employers' and workers' organizations in developing and implementing national policies and strategies that are conducive to decent work creation for young people will continue to be the main pillar of the ILO follow-up plan. Youth employment is a priority in most Decent Work Country Programmes (DWCPs). In the current biennium, 57 countries have identified it as a priority for ILO assistance. Of these, 28 plan to achieve results by the end of 2013. This

<sup>7</sup> See <http://www.youth-employment-inventory.org/>.

<sup>8</sup> See GB.312/POL/2, Appendix I.

<sup>9</sup> GB.313/POL/3.

<sup>10</sup> ILO: *The youth employment crisis: Time for action*, Report V, International Labour Conference, 101st Session, Geneva, 2012, available at [http://www.ilo.org/ilc/ILCSessions/101stSession/reports/reports-submitted/WCMS\\_175421/lang--en/index.htm](http://www.ilo.org/ilc/ILCSessions/101stSession/reports/reports-submitted/WCMS_175421/lang--en/index.htm).

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provides an immediate opportunity to implement the 2012 call for action guided by the multi-pronged policy outlined in the conclusions – within the scope of the resources that can be mobilized.

24. Subject to the necessary resources, the Office will deepen and expand its advisory services and capacity-building activities to countries for the development of integrated, action-oriented and time-bound youth employment plans, mindful of the priorities listed in paragraph 53 of the conclusions and adapting these to specific context requirements. These include prioritization of youth employment in national development frameworks, economic strategies and employment policies. Technical support will also be provided for the following: (i) collection of age- and gender-disaggregated labour market information; (ii) strengthening of the links between training provision and labour market requirements, including through apprenticeships and employment services for youth; (iii) design and implementation of national and sectoral public investment and public employment programmes, including in the green economy; (iv) development of integrated packages of entrepreneurship, cooperative and social enterprise programmes that include entrepreneurship education and training, mentorships and access to finance and other services; (v) labour market programmes and capacity building of public employment services to deliver them; and (vi) targeting and profiling mechanisms.
25. In terms of capacity building and tools development, the Office will pay special attention to strengthening monitoring and evaluation functions of national institutions. In this respect, a set of learning modules on performance monitoring and impact assessment of youth employment interventions will be developed. In addition, the International Training Centre is reviewing its residential and distance-learning programmes on youth employment to take full account of the provisions of the conclusions.

## **Partnerships and advocacy**

26. The 2012 resolution and conclusions highlight the ILO's leadership role in promoting partnerships for decent work for youth at global, regional and national levels. The severity of the youth employment crisis is generating widespread interest and a proliferation of initiatives aimed at youth development among the multilateral and regional institutions. The ILO's 2012 call for action provides a sound, balanced and comprehensive framework for the Office and constituents to promote coherence among these multiple initiatives.
27. The resolution requests the Director-General of the ILO to share the call for action in international forums and calls on the ILO to provide leadership for strengthened partnerships on youth employment.
28. Since the Conference session, and as a step in the direction of global leadership on youth employment, the Office has taken up the coordination of the United Nations Inter-Agency Network on Youth Development, which, together with two other groups, is tasked by the UN Secretary-General with developing a System-Wide Action Plan on Youth to strengthen the youth programmes of UN entities. This provides an immediate opportunity to promote the resolution and the call for action, and to advocate for decent work for youth through stronger partnerships within the multilateral system, and for the inclusion of youth employment targets in the post-2015 development agenda.
29. The Office will continue to support the G20 Task Force on Employment and its work around the youth employment priority. The partnerships with the World Bank and the UN Department of Economic and Social Affairs (DESA) will be continued and strengthened as

appropriate. The Office is collaborating with the United Nations Population Fund (UNFPA) in the organization of a Global Youth Forum in December 2012.

30. Partnerships are strengthened at the regional level. For example, in the African region, a programme document for the implementation of youth employment initiatives at regional and national levels has been finalized by the ILO, jointly with the African Development Bank, the African Union and the UN Economic Commission for Africa. Together with the Asian Development Bank, the ILO is initiating a new partnership supporting employment policy diagnostics in selected Asian countries, with a particular focus on youth.
31. Opportunities to extend South–South and triangular collaboration to include youth employment will be explored, as called for by the resolution.
32. At country level, the Office will advocate for partnerships, including through joint programme implementation and expanded cooperation with UN country teams and with the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development (IFAD) on decent work for young people living in rural areas. It will also pursue the review of effective youth employment partnerships at national and local levels to develop and disseminate innovative and cost-effective models.
33. In line with the resolution’s call to partner with young people themselves, the setting up of a virtual platform to engage and advocate for decent work with youth networks is being explored.

### **Implementation arrangements and resource mobilization strategy**

34. Notwithstanding the organizational changes and redeployment of resources that may be decided by the new Director-General, in order to improve impact, coherence and coordination across the ILO programmes addressing youth employment, as called for by the 2012 resolution, at present the Office is considering putting in place the following mechanisms within the broader context of the organizational reform initiated by the Director-General:
  - (a) alignment of the Youth Employment Programme with overall employment policy development, preserving the cross-cutting nature of activities and ensuring a balanced approach to different elements of the call for action;
  - (b) an interdepartmental working group at headquarters to strengthen Office coordination on youth employment, including knowledge development and technical cooperation. The group will meet regularly to discuss work items and interdepartmental collaboration, and to review progress in the implementation of the follow-up plan. It will work in close collaboration with the field structures;
  - (c) working groups in each region composed of relevant specialists from field offices and supported by the respective regional youth coordinator. The Regional Office for Latin America and the Caribbean has already established such a group and developed a workplan for the current biennium. A similar group is being set up in the Regional Office for Asia and the Pacific;
  - (d) designation of an ILO field staff member as focal point to cover each country that has identified youth employment as priority in the DWCP.



35. The Office will increase efforts to identify and redeploy human and financial resources required for the implementation of the follow-up plan, within available resources, through outcome-based planning and programming. Activities are also considered to increase capacity of the ILO global team to deliver on the priorities of the follow-up plan.
36. However, mobilization of extra-budgetary resources is needed in order for the Office to meet the increased requests for assistance and capacity building from ILO constituents in all the regions and to fully implement the cutting-edge research and tools highlighted above over the next three biennia. In line with paragraph 55 of the conclusions, the Office is developing an extra-budgetary resource mobilization strategy in support of the implementation of the priorities listed in the conclusions and in DWCPs. The strategy will include the convening of a donor meeting.

**Draft decision**

- 37. Subject to guidance provided in its discussion of the follow-up plan on youth employment, the Governing Body requests the Director-General to take full account of the 2012 ILC conclusions when preparing and implementing the Programme and Budget for 2014–15 and the two following biennia and when allocating such other resources as may be available during the current biennium, and to facilitate the mobilization of extra-budgetary resources for the implementation of the follow-up plan.***



## Appendix

### Proposed elements of the follow-up plan (2012–17)

Area of work	Collaborating units
<b>I. Knowledge development and dissemination</b>	
<b>Employment trends</b>	EMP/ELM, TRAVAIL, DIALOGUE
<ul style="list-style-type: none"> <li>■ Data and analysis of global, regional and national youth employment trends with collection of primary data on the school-to-work in 28 countries</li> <li>■ Data and analysis of wages and conditions of work of youth</li> <li>■ Labour market segmentation and contractual arrangements</li> </ul>	
<b>Emerging issues</b>	EMP/POLICY, EMP/EML, EMP/SKILLS, MIGRANT SEC/SOC, IPEC, GENDER, TRAVAIL, DIALOGUE
<ul style="list-style-type: none"> <li>■ Systems for learning and work, data and analysis of the skills mismatch</li> <li>■ Reducing informality and improving quality of jobs</li> <li>■ Targeting disadvantaged groups</li> <li>■ Combination of labour market and social protection policies</li> <li>■ Social dialogue</li> <li>■ Green economy</li> </ul>	
<b>Macroeconomic and industrial policies</b>	EMP/POLICY INSTITUTE
<ul style="list-style-type: none"> <li>■ Employment impact of macroeconomic and industrial policies</li> </ul>	
<b>Youth employment policies and programmes</b>	EMP/POLICY
<ul style="list-style-type: none"> <li>■ Analyse effectiveness of country employment policies and programmes</li> <li>■ Collect information and disseminate through global databases</li> <li>■ Conduct multi-country peer reviews on youth employment</li> </ul>	
<b>Evaluation</b>	EMP/ENTERPRISE, ROs and COs, other units
<ul style="list-style-type: none"> <li>■ Evaluation to distil lessons of effective interventions</li> <li>■ Special focus on the evaluation of youth entrepreneurship and self-employment programmes</li> </ul>	
<b>Good practice</b>	Several units, ROs and COs, PARDEV, EMP/POLICY
<ul style="list-style-type: none"> <li>■ Databases and mechanisms to review and disseminate good practices</li> <li>■ Mutual learning and South–South cooperation</li> <li>■ Publication of periodic synthetic reports on effective policies for youth employment</li> </ul>	
<b>II. Technical assistance and capacity building</b>	
<b>National development frameworks and employment policy</b>	EMP/POLICY, SEC/SOC, ROs and COs
<ul style="list-style-type: none"> <li>■ Integration of youth employment priorities into national development frameworks and employment policy</li> <li>■ Better complementarities of labour market and social protection measures</li> <li>■ Macroeconomic policy options that favour employment creation</li> </ul>	
<b>National action plans</b>	EMP/POLICY, ROs and COs
<ul style="list-style-type: none"> <li>■ Development of integrated and time-bound national action plans on youth employment</li> </ul>	
<b>Labour market information</b>	EMP/ELM, ROs and COs
<ul style="list-style-type: none"> <li>■ Systematic collection of age- and gender-disaggregated data</li> </ul>	
<b>Profiling systems</b>	EMP/SKILLS, ROs and COs
<ul style="list-style-type: none"> <li>■ Development and implementation of systems to improve targeting and cost-effectiveness</li> </ul>	
<b>Public investment and employment programmes</b>	EMP/POLICY, ROs and COs
<ul style="list-style-type: none"> <li>■ Targeted public investment and employment interventions for young people</li> </ul>	
<b>Skills development systems</b>	EMP/SKILLS, ROs and COs
<ul style="list-style-type: none"> <li>■ Strengthen links between training provision and labour market requirements</li> </ul>	

Area of work	Collaborating units
<b>Comprehensive labour market programmes</b> ■ With a focus on disadvantaged youth	EMP/POLICY, ROs and COs
<b>Entrepreneurship, cooperative and social enterprise development</b> ■ Education, access to financial and other services, mentorships	EMP/ENT, ROs and COs
<b>Public employment services</b> ■ Tailored to the needs of young people ■ Outreach to rural areas ■ Partnerships between employment offices and municipal offices, social services and private employment agencies	EMP/SKILLS, ROs and COs
<b>Capacity building and tools development</b> ■ Strengthen monitoring and evaluation functions of governments ■ Specific tools for workers and employers	ROs and COs
<b>III. Partnerships and advocacy</b>	
<b>Global leadership</b> ■ Placing youth employment at the centre of the global development agenda, including in the post-2015 MDG framework ■ Promoting alignment and coordination of employment policies of the United Nations and other multilateral institutions	DG's Office, EMP/POLICY EXREL, INTEGRATION, ILO NY
<b>Regional and national partnerships</b> ■ Youth networks of employers' organizations, trade unions and youth organizations	ACT/EMP, ACTRAV, ROs and COs
<b>Advocacy</b> ■ Raise awareness among young people on international labour standards and rights at work, employability and youth entrepreneurship ■ Establish networks for decent work for youth ■ Monitor and report on rights for young workers globally	DCOMM, NORMES
<b>Promotion of the call for action</b>	EMP/POLICY, DCOMM
<b>Resource mobilization strategy</b>	PARDEV, EMP/POLICY