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**Preliminary assessment of training and
retraining programmes implemented in
response to the Great Recession**

Ellen Hansen

With assistance from Zulum Avila

Skills and
Employability
Department

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Preface

The primary goal of the ILO is to contribute, with member States, to the achievement of full and productive employment and decent work for all, including women and young people, a goal embedded in the ILO Declaration 2008 on *Social Justice for a Fair Globalization*,¹ and which has now been widely adopted by the international community.

In order to support member States and the social partners to reach this goal, the ILO pursues a Decent Work Agenda which comprises four interrelated areas: respect for fundamental worker's rights and international labour standards, employment promotion, social protection and social dialogue. Explanations of this integrated approach and related challenges are contained in a number of key documents: in those explaining and elaborating the concept of decent work,² in the Employment Policy Convention, 1964 (No. 122), and in the Global Employment Agenda.

The Global Employment Agenda was developed by the ILO through tripartite consensus of its Governing Body's Employment and Social Policy Committee. Since its adoption in 2003 it has been further articulated and made more operational and today it constitutes the basic framework through which the ILO pursues the objective of placing employment at the centre of economic and social policies.³

The Employment Sector is fully engaged in the implementation of the Global Employment Agenda, and is doing so through a large range of technical support and capacity building activities, advisory services and policy research. As part of its research and publications programme, the Employment Sector promotes knowledge-generation around key policy issues and topics conforming to the core elements of the Global Employment Agenda and the Decent Work Agenda. The Sector's publications consist of books, monographs, working papers, employment reports and policy briefs.⁴

The *Employment Working Papers* series is designed to disseminate the main findings of research initiatives undertaken by the various departments and programmes of the Sector. The working papers are intended to encourage exchange of ideas and to stimulate debate. The views expressed are the responsibility of the author(s) and do not necessarily represent those of the ILO.

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¹ See http://www.ilo.org/public/english/bureau/dgo/download/dg_announce_en.pdf

² See the successive Reports of the Director-General to the International Labour Conference: *Decent work* (1999); *Reducing the decent work deficit: A global challenge* (2001); *Working out of poverty* (2003).

³ See <http://www.ilo.org/gea>. And in particular: Implementing the Global Employment Agenda: Employment strategies in support of decent work, "Vision" document, ILO, 2006.

⁴ See <http://www.ilo.org/employment>.

Foreword

Since the onset of the economic crisis in 2009, job training and re-training programmes have featured prominently in countries' strategies to protect employment, preserve the skills of the labour force and help displaced workers re-enter the labour market. The purpose of this study was to learn how well these programmes have been working: How satisfied are countries that their training programmes have been helping them meet their objectives during the recent recession?

The ILO Skills and Employability Department reviewed a sample of current job training programmes, whether undertaken as separate initiatives or as components of broader recovery policies, to help answer this question. The review looks at how job training programmes are re-connecting displaced workers and the long-term unemployed to the labour market, and how they help prepare workers for the types of jobs created by stimulus packages, including green jobs. To this purpose, real-time evidence has been drawn from countries that developed or scaled-up job training and retraining programmes to counter the potentially long-lasting unemployment impact of the great recession.

The analysis covers a representative sample of crisis-affected countries. The main selection criterion was that the countries had undertaken rigorous reviews of programme implementation, if not yet impact assessment, and thus were able to identify success factors, as well as pitfalls, in the implementation of their training and retraining programmes. The findings in this cross-country report are based on the programme reviews carried out by national government agencies supplemented with information gathered from key informants about preliminary results from policy monitoring and assessments. Views from employers' organizations, trade unions, bilateral agencies, international organizations and academic institutions complement this analysis.

This review shows that most countries took a pragmatic approach: They tended to adapt, reorient and expand existing programmes to meet new demands for services rather than create new programmes on an emergency basis. Their ability to ramp up training programmes and ensure their effectiveness during rapidly changing circumstances in the midst of the economic crisis depended on policy coordination, good communication among stakeholders, flexible training delivery mechanisms, and institutional capabilities.

The author of this report, Ellen Hansen, is a former ILO senior specialist in employment services. I would like to thank her for bringing her depth of experience to the design and completion of this research. She was assisted by Zulum Avila, ILO technical specialist in employment services, who prepared Chapter II and collected information on the country examples. Together with them, I would like to express our appreciation to programme administrators in Belgium, Canada, Germany, Peru, South Africa and the United States for supplying information for this report. The paper also benefitted from the comments and assistance of ILO colleagues in locating information or local contacts: Ashwani Aggarwal, Roche Angon, Christine Hofmann, Donna Koeltz, Xu Liu, Jon Messenger, Natalia Popova, Huang Qun, Catherine Saget, Concepcion Sardana, Richelle Van Snellenberg, Carmela Torres and Marta Tostes. Jane Auvre and Marie-Helene Shala prepared the manuscript.

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Abbreviations and acronyms

ALMP	Active Labour Market Programme
ARRA	American Recovery and Reinvestment Act
CEOE	Confederation of Employers' Organizations (Spain)
CCOO	Confederation of Workers' Commissions (Spain)
ERP	Economic Resiliency Plan
EU	European Union
EWCO	European Working Conditions Observatory
GDP	Gross Domestic Product
IBEC	Irish Business and Employers' Confederation
ICT	Information and Communications Technology
ICTU	Irish Congress of Trade Unions
ILO	International Labour Organization
ITAs	Individual Training Accounts
KRIVET	Korea Research Institute for Vocational Education and Training
NASWA	National Association of State Workforce Agencies
OECD	Organisation for Economic Co-operation and Development
PGS	Pangulong Gloria Scholarships
RTPP	Economic Recovery Training Pilot Programme
SMEs	Small and Medium-sized Enterprises
STTF	Strategic Training and Transition Fund (Canada)
TLS	Training Layoff Scheme
TVET	Technical Vocational Education and Training
VDAB	Public Employment and Vocational Training Service (Flanders)
WIA	Workforce Investment Act
WTIP	Workplace Training for Innovation Programme

Part I: Overview of training and retraining responses to the Great Recession

1. Introduction

1.1. Context – Framework of the Global Jobs Pact

In June 2009, the International Labour Conference adopted the Global Jobs Pact to promote a framework for national responses to the global economic crisis and to highlight policies for governments, workers, employers and the multilateral system. The Pact was built upon the principles outlined in the ILO's 2008 Declaration on Social Justice for a Fair Globalization.

Among the strategies proposed in the Global Jobs Pact were these elements related to skills development:

- helping jobseekers by:
 - implementing effective, properly targeted active labour market policies;
 - enhancing the competence and increasing resources available to public employment services so that jobseekers receive adequate support and, where they are working with private employment agencies, ensuring that quality services are provided and rights respected; and
 - implementing vocational and entrepreneurial skills programmes for paid and self-employment;
- investing in workers' skills development, skills upgrading and re-skilling to improve employability, in particular for those having lost or at risk of losing their job and vulnerable groups;
- limiting or avoiding job losses and supporting enterprises in retaining their workforce through well-designed schemes implemented through social dialogue and collective bargaining. These could include work-sharing and partial unemployment benefits.

In addition, the Global Jobs Pact stressed that crisis response strategies, in general, should prioritize service to the most disadvantaged and affected citizens and also promote social dialogue in their development and implementation.

Since the adoption of the Global Jobs Pact, the ILO has been active in assisting member countries to implement these strategies. Prominent in these activities have been efforts to support the work of the G20 countries in devising responses. As a part of these overall efforts, the ILO has emphasized three areas where skills development can play an important role to:

- speed re-employment of displaced workers into productive and decent work;

- use downtime, when opportunity costs of training are lower, to upgrade workers' skills as an investment in future productivity and competitiveness; and
- train workers for the types of jobs created by stimulus packages so as to maximize the number of created and avoid skill shortages that would delay implementation of public investment schemes in physical infrastructure and public services.

This report was commissioned to review assessments of training programmes mounted by countries in each of these three areas in response to the Great Recession. First of all, Part I of the report places training programmes in the context of other active labour market programme (ALMP) responses and provides a general assessment of their effectiveness. This is followed by a review of training programme responses to prior crises over the past three decades. Building upon this context, ten assessments of programmes mounted, in response to the recent global economic crisis, are presented, followed by a brief discussion of evaluation methods. Then there are sections on training by employers during the crisis and the views of the social partners on training; both of these topics are based upon data from 25 European Union (EU) countries. Part I concludes with the trends, lessons learned and conclusions drawn from the research.

Part II of the report comprises ten detailed training assessment summaries that emphasize results and lessons learned.

Since the economic events, which triggered the crisis, took place in late 2008 and responses were only initiated in 2009 or later, there is only a brief programme experience to review. As a result, the assessments conducted are principally programme monitoring and performance management reports; in some cases process evaluations have been conducted to analyse how the implementation of training programmes in a crisis context could be improved. In a few cases where published information was not readily available, information was collected through key informant interviews with national programme managers.

No impact evaluations have yet been conducted on programmes mounted in response to the crisis. As a result, the good practices and lessons learned, presented at the end of the report, need to be considered preliminary and should be tested against more rigorous evaluations in the future. However, this report provides useful insights from preliminary results as well as the operational factors that contributed to successful programme implementation or to its difficulties.

1.2 Training within the context of other labour market programme responses

The use of training and retraining programmes as a response to the unemployment spike of the Great Recession needs to be placed in the context of the other ALMPs that were implemented. In general, ALMPs (as opposed to passive labour market programmes that largely provide income support) include a combination of some of the following activities:

- career guidance;

- job search assistance and labour exchange/job bank maintenance (sometimes classified as employment services);
- training or retraining;
- work experience;
- wage subsidies;
- public employment/public works programmes; or
- support services;

The planning and management of ALMPs have been shaped by a number of trends over the past decades, in developed, but also increasingly in middle- and low-income countries. Central to the evolution of ALMPs have been these policy or programme innovations:

- recognition of the importance of lifelong learning and the need to support workers to make continuous improvements in their employability throughout their working lives.
- recognition of the importance of core work skills (also known as foundation or essential skills) in the development of employability and of the need to incorporate them into training strategies.
- adoption of work-first approaches, which require an active job search as a precondition for receiving income support or other services. This is a strategy to activate individuals receiving income support in order to reduce government expenditure. In view of current weak labour market demand, however, the Organisation for Economic Co-operation and Development (OECD) has recently recommended a shift in the focus of active labour market policies from a “work-first” approach to a “train-first” strategy, particularly for people at risk of long-term unemployment (ILO, 2010).
- more sophisticated needs identification of individuals to be served using tools that pinpoint employability barriers and do not rely on target group categorization.
- integration of training into more comprehensive, multi-faceted labour market programmes.
- significant investments in the use of information and communications technology (ICT) to make service delivery more efficient, improve customer-friendliness through “one stop” service delivery and provide on-line career information and learning opportunities
- increased contracting out of government-funded activities to private non-profit or for-profit service deliverers. This out-sourcing of service delivery, however, demands significantly different and more sophisticated contract and information management capabilities on the part of governments.
- increased investment in the development and dissemination of labour market information, with particular emphasis upon identifying emerging skill needs.
- recognition of the value of promoting skills development for green jobs.

- increased international sharing of national good practices through partnerships and improved communications (the Internet).

1.3 General assessment of the effectiveness of training programmes among ALMPs

There were a limited number of training programme evaluations conducted from the mid-1980s to early 2000s, but they were not specifically oriented to assess the efficiency of job training programmes as a crisis response mechanism (Forslund et al., 2011; Pacci et al., 2009). However, there is a body of knowledge on the results of ALMPs, including training programmes in general. This section of the report presents a general assessment of the findings regarding training programmes, while the following section puts findings into the context of previous economic downturns.

Overall, the evaluations of ALMPs give mixed results. A 2009 meta-analysis of 97 evaluations, conducted between 1995 and 2007, presented the following findings:

- long-term evaluations of ALMPs are more favourable than short-term evaluations. This is particularly true for training programmes, where impact may not be observed for two or three years after programme completion;
- job search assistance programmes have good results relative to other labour market programmes, particularly in the short term;
- Subsidized public sector job programmes are less successful than other forms of ALMPs;
- ALMPs do not appear to have differential impacts by gender. (Card et al., 2009).

In general, the proportion of evaluation studies of ALMPs that yield positive results rises as the post-programme reference period is lengthened. Thus, while only 39.1 per cent yield significantly positive outcomes in the short term, in the medium term 45.4 per cent yield positive impacts and in the long term 52.9 per cent yield significantly positive effects (Card et al., 2009). When findings were based upon a much longer review of earnings history, a US study of displaced workers in the early 1990s resulted in estimates that one year of community college resulted in earnings returns of 9 per cent for men and 13 per cent for women (Frenette, et al., 2011).

Of course, outcomes for labour market programmes are highly dependent upon the economic cycle. They are most successful during times of expansion. In Sweden, evaluation studies have revealed that in the late 1980s, when the economy was growing, three out of four participants leaving training programmes were placed in employment. During the recession of 1993, only one in four beneficiaries of training became employed (Robinson, 2000). In addition, worker retention policies have been shown to work best when reduced labour demand is temporary and limited to specific sectors, and when they are combined with training, employment services and subsidies; the link to employment services is essential (Marinakis and Velasquez, 2010). In all economic circumstances the links of other measures to job search assistance and placement activities are critical.

It is also necessary to recognize that, while ALMPs are usually judged as successful based upon outcomes such as job placement and increased earnings, they are also part of a more comprehensive strategy to address the cyclical pressures on the labour market. To illustrate this point, Johansson (2001) in Lechner and Wunsh (2009) concluded that, during the prolonged 1990s crisis in Sweden, the effects of labour market training were mainly to prevent unemployed people from leaving the labour force. The evaluation carried out in Mexico to assess the results of the programme during the Latin American debt crisis in the 1980s enabled policy-makers to recognize the programme's twofold function: to keep participants attached to the labour market; and, to act as a safety net mechanism to compensate for the loss of income in the absence of an unemployment insurance system. Even in countries that possess an unemployment insurance system, job training programmes have sometimes served as a passive income support, as well as an active measure, by extending eligibility for income support or by providing supplementary support.

One limitation of the majority of ALMP evaluations, however, is that they focus on results and impact and often completely omit attention to costs. This is a critical shortcoming because cost is often a major consideration for policy-makers and programme administrators. Furthermore, this consideration is likely to become more prominent in OECD countries in the future in view of looming resource constraints.

Regarding training programmes in particular, earlier evaluations conducted, which concentrated on short-term results, revealed relatively small returns on investment. For example, a review of 11 retraining programmes in OECD countries by Dar and Gill (1998) concluded that retraining was much more expensive than job search assistance, but did not necessarily yield better results.

In another review of US and European job-training programmes, the researchers concluded that they had minor effects and that these varied with the type of training and the characteristics of the recipients. In particular, on-the-job training seemed to work better than classroom training, and women tended to benefit more than men (Boeri et al., 2008).

The relevance of this conclusion for less-developed countries was tested in an impact evaluation of a programme for disadvantaged youth in Colombia. Two important characteristics of the *Jóvenes en Acción* (Young People in Action) programme were identified as significant contributors to its success. First, there was a strong emphasis on on-the-job training, which consisted of a three-month internship. Second, for-profit and non-profit private sector institutions designed, marketed and provided the training. The study revealed that employment and earnings gains were greater the longer the duration of on-the-job training; however, the returns on training did not improve with more intensive classroom training. The study concluded that it was the on-the-job component of the programme that made it a success. In addition, it was concluded that the on-the-job programme may have played a role in matching and placing workers by providing a "try out" period for both employers and workers.

The evaluators of the Colombian programme also noted that these findings were consistent with those in US literature on training programmes, which finds bigger effects from on-the-job than classroom training (Attanasio, et al., 2008).

The most comprehensive and recent meta-analysis of training programmes was published by the World Bank (Fares and Puerto, 2009), drawing from a database of 345 studies that have been conducted in 90 countries over the last three decades. Programmes were categorized as follows: (i) in-classroom training programmes; (ii) workplace training; (iii) the combination of classroom and workplace training; and (iv) more comprehensive programmes that provide in-classroom and workplace training, supplemented by other services such as counselling and mentoring, monitoring, job search and placement assistance, and soft and life skills training (ibid).

In this meta-analysis, the frequency of these different types of training programmes varied by country and region. Among the OECD countries, for example, there were important variations between Anglo-Saxons (US, Canada, UK and Australia) and continental European countries. Anglo-Saxon countries have employed comprehensive approaches to training strategies for many years, while continental European countries have relied much more heavily on classroom training standing alone, or in combination with workplace training, as practiced in the dual systems in German-speaking countries.

More recently, a worldwide transition from classroom training in isolation towards more comprehensive labour market services is evident, particularly in Latin America and the OECD countries. A careful analysis has revealed that this transition has paid off in terms of increasing programme outcomes, such as employment or earnings of trainees. Specifically, the interaction of classroom and workplace training increased the likelihood of positive outcomes by 30 per cent, compared to classroom training alone. When the interaction is enlarged to include other supplementary services, the probability of a positive impact increases by 53 per cent.

This transition has proved to benefit trainees, particularly in low-income countries, where the interaction of classroom and workplace training, combined with other supplementary services, shows an increase in the probability of having positive labour market outcomes, as compared to classroom training only. For Latin American countries, these results are encouraging; since the 1970s training programmes in this region have been evolving from supply-driven, specialized classroom training run by public institutions to more comprehensive training incorporating life skills training, internships as well as financial and other support services (ibid).

2. Training responses in prior crises

In contrast to the more general assessment of the effectiveness of training programmes in the previous section, this section highlights the particular circumstances prevailing during past economic crises and provides an overview of the main factors influencing the implementation and outcomes of job training programmes. While not as pervasive as the Great Recession, economic shocks, such as the transition from planned economies of the Soviet Union and Eastern Europe, the Latin American debt crisis and the Asian financial crisis, all generated governmental responses that included the development of training programmes. In addition, less severe economic transitions in other countries also stimulated reforms

in training programmes. And, since more time has elapsed since these events, some longer-term impact evaluation data from these programmes are available.

2.1 Overview of the 1980s

The economic crises that occurred in the early 1980s carried a number of structural changes, including a large-scale process of de-industrialization and the implementation of stabilization measures and structural economic reforms. Countries with large industrial and manufacturing sectors experienced high rates of unemployment and permanent job losses, mainly affecting manual and low-skilled workers. In the United Kingdom for example, unemployment figures remained in double digits until 1987 and the job losses were concentrated in the industrial clusters located in the northern part of the country (Work Foundation, 2010).

Job training and retraining programmes increased in importance during this decade and were implemented as a mechanism to assist displaced workers and the long-term unemployed to adapt their skills to the changes in the economic model. During the period 1985–1990, job training was substantially better funded than other ALMPs in terms of expenditure as a percentage of gross domestic product (GDP). Evidence from the OECD (1993) showed that well-targeted programmes aimed at groups facing moderate barriers to employment, in combination with job-search support, may be more effective than larger-scale training programmes that were far more expensive. This is because there was a direct involvement of employers and the training was adapted to work-place needs. Evidence from evaluations in the United States, France, the United Kingdom, Mexico and other OECD countries suggested that training organized by private providers seemed to be more effective (Urzua and Puentes, 2010).

In 1983–84, Mexico, the epicentre of the Latin American debt crisis, introduced a retraining voucher programme for displaced workers in urban areas. The objective of the programme was to provide temporary income support for workers who lost their jobs as a result of the crisis, but also to offer short-term training to displaced workers in order to help them adapt to the structural changes of the economy (Ibarrán, 2005). In this case, the implementation of job training as a regular programme was partially financed by an external loan that provided the country with the capacity to implement a more comprehensive employment strategy in the next decade

2.2 Overview of the 1990s and early 2000s

Various economic crises occurred during the 1990s. The liberalization of trade not only implied major competition, but rendered the labour market more flexible. Throughout the decade, industrial and traditional manufacturing still experienced important job losses, but employment in services and the financial sector were severely affected because they played a more important role in the economy. Changes in the demand for job skills were increasingly influenced by globalization and technological development. Consequently, job training gained recognition as a policy tool to enhance the job-related skills of the labour force, increase competitiveness and provide support to sustained economic growth (Amjad, 1999).

A series of structural reforms took place in Latin America and Asia after the economic and financial crises in 1994 and 1997, respectively. Priority was given to strengthening government capacity to implement and operate ALMPs to move people back into work and improve their job-related skills. The Asian financial crisis of 1997 seriously weakened the labour market situation in Indonesia, the Republic of Korea, Malaysia, the Philippines and Thailand. All these countries operated job-training programmes in response to the crisis, but only the training programme for the unemployed, implemented in Korea, has been evaluated (Betcherman and Islam, 2001). The results were positive in improving the employment possibilities of participants. However, problems related to operational deficiencies were pointed out and addressed later through enhancing institutional capacity and increasing the participation of private training providers (Kang and Lee, 2001). Gradually, East Asian countries introduced training systems based on vouchers and financed by a tax on employers, as in the case of Indonesia (Betcherman and Islam, 2001).

Employment was severely affected in Eastern European countries during the period of the transition from a centralized model to an open economy. In the early 1990s, the majority of these countries developed the institutional settings to implement labour market programmes, including job training and employment services. This was in response to profound structural changes in the labour market and high unemployment rates. Various constraints influenced the positive but limited results reported by the evaluations conducted. In general, job-training programmes were delivered through a voucher system supported by public and private providers with an emphasis on classroom training. Results were most positive for young and middle-aged individuals out of work for short periods, although similar effects were also reported for the long-term unemployed, and participants with low levels of education (Tan, 2003).

In contrast to the majority of transition economies, Romania experienced a second economic decline in 1996. It is worthwhile analysing this case as the country experienced a slower transition process due to the larger size of the subsidized agricultural sector and informal urban labour markets (Rodriguez-Planas and Jacob, 2007). Results from evaluations highlighted positive effects of job-training programmes on increasing the future job prospects of participants and reducing welfare dependency. The particularity of this case is that the full operation of labour market programmes, including training, was contracted out to third party providers. In this regard, the “creaming” effect on the selection of participants, where those most likely to succeed are deliberately selected for participation in order to increase programme success rates, became even more pronounced than in the rest of the transition economies.

In the 1990s, various training programmes were implemented in Latin America as a response to high unemployment rates affecting youth, particularly the most disadvantaged ones. The most explicit example is the programme *Jóvenes en Acción*, which was implemented to mitigate the effects of the economic financial crisis of the late 1990s in Colombia. Evaluations conducted on these types of programmes in Latin America and Eastern Europe report positive results in terms of increasing access to employment for participants (Amjad, 1999). Despite these positive effects, evidence from OECD countries, East Asia (OECD, 2003) and the United States (Tan, 2003) shows that major investments in quality and level of educational attainment for youth are a better option in terms of cost-efficiency in the long term

(Farne, 2009). The imbalances seemed to affect women and youth in developing countries and transition economies more than in OECD countries.

Although training activities were not used as the primary measure to preserve employment and job-related skills in the 1990s, they certainly enabled countries to develop the institutional capacity to operate and adapt training programmes to the changing needs of the labour market. This expertise served as the basis for the design of future crisis-related interventions that included training as an important component. Maleta's (2009) analysis on the lessons learned from the Argentine crisis of 2002 illustrates this point. Job training was not a priority measure implemented in the aftermath of the crisis, but it was used in the years that followed as one of the mechanisms to re-connect people facing serious barriers to employment with the labour market and to help those individuals in welfare programmes to move into jobs.

The advanced economies also experienced a shift in their approach to improve the job readiness of the unemployed and reduce welfare dependency. Re-activation measures and an adequate provision of employment services in combination with targeted training and retraining programmes became the principal vehicle to increase the employability of jobseekers. According to the OECD (2003), the largest percentage (36 per cent) of the total expenditure on active labour market policies was allocated to job training programmes.

A review of displaced worker programmes of this period concluded that the three most important elements of effective retraining programmes are:

- they provide workers with marketable skills, relevant to the local labour market;
- the type of training, long-term classroom versus short-run practical courses, fits the abilities of workers and the needs of potential employers; and
- income support is sufficient to allow workers to participate.

However, this review also pointed out that “in areas with very high unemployment and concentration in declining industries, measures to promote mobility to areas with greater opportunity and measures to bring in new investment and jobs may be more effective than offering training to displaced workers” (Evans-Klock et al., 1998).

The transition into the 2000s also carried the notion of training as an essential policy tool to foster the employability of the labour force (Amjad, 1999; Meager and Evans, 1997). Table 1 summarizes the main structural changes occurring over the period analysed and the major shifts in the focus of job-training programmes and their provision.

Table 1. Changes in job-training programmes triggered by the economic crises – 1980s to early 2000s

	1980s	1990s	2000s
Structural changes accelerated by crisis	- Large-scale deindustrialization: (reduced demand for manual workers) - Labour market structural reforms (in OECD and developed economies)	- Trade Liberalization - Changes in demand-side - Recognition of the importance of a skilled labour force for the improvement of competitiveness	- Transition into a knowledge-based economy - Skills upgrading towards higher value-added products and services - Enhancement of job-related skills through training is considered essential to people's employability.
Objective for job training	Adaptation of the job-skills of the labour force	Increase competitiveness and labour force productivity	- Preserve the skills of workers and prepare them to better seize opportunities during the recovery - Competency-based training and portability
Responsibility for delivery	Mainly central government	Work in partnership with the private sector within more decentralized schemes for delivery	Multi-layered partnerships with more flexibility to respond to specific local needs

Source: Author.

2.3 Lessons learned from past crises

Available studies and evaluations report mixed results on the effectiveness of job-training and retraining programmes in past crises. Nonetheless, important lessons can be drawn from the accumulated knowledge and expertise gained by policy-makers over the past decades.

- *Relevance to labour market demand:* Training programmes responsive to current or anticipated labour market requirements are more likely to improve the job prospects of participants (Meager and Evans, 1997);
- *Impact of economic cycle on training programmes:* Training and retraining programmes require time to be fully implemented and perform as a flexible policy tool. Evidence suggests that a favourable economic context provides better conditions to institute training programmes and refine operational capability. This will enable policy-makers to be more responsive to economic shocks (Betcherman et al., 2004).
- *Value of short-time training:* Short-time training in the workplace has often been used as a job retention strategy and as a mechanism to facilitate the transition of laid-off workers into new jobs. In particular, in countries where unemployment insurance is not in place, short-time training stipends have also functioned as a form of compensation for loss of income during periods of unemployment and to keep people attached to the labour market (Betcherman et al., 2004; Martin and Grubb, 2001). In this regard, employers have closely collaborated in the implementation

of these programmes to preserve their skilled workforce and avoid additional costs associated with layoffs and subsequent rehiring. Temporary arrangements for reducing regular working time and wages have also been used for this purpose in combination with job training to enhance the skills of workers during the time not worked.

- *Comprehensive services approach:* Labour market training in itself has limited effects on addressing unemployment problems. As part of a more comprehensive strategy, training contributes to improving the employment prospects of targeted groups. Public employment services have a key role in assessing the needs of jobseekers for training and assisting in producing a good match between the characteristics of the individual and the content for training.
- *Impact of workplace-based training:* Evidence from impact evaluations suggest that well-targeted training delivered in the workplace has a more immediate and long-term impact (OECD, 1993; Mazza et al., 2011; Betcherman et al., 2004). However, it is also recognized that long-term training closely linked to workplace skills seems to produce good results for some disadvantaged groups such as the long-term unemployed (USDOL, 1995).
- *Importance of institutional capacity:* There is a need to continue strengthening institutional capacity for implementing an adequate mix of labour policy responses to moderate economic cycles. Job-training and retraining programmes are one among various policy measures implemented to protect employment and preserve the skills of the labour force during economic downturns. They work well when objectives and limitations of what is possible to accomplish are clear for policy-makers and the stakeholders involved in its implementation.
- *Importance of public sector-private sector partnerships and of the public employment service role:* The public and private sectors have worked in partnership during previous economic crises to mobilize resources and networks. Public employment services are well positioned for coordinating the implementation and delivering complementary services to address specific barriers to job readiness in a more comprehensive way. These interventions include job-search support, adequate counselling and referral to support services as needed.

3. Training programmes responses to the Great Recession

3.1 Prominence of training and retraining programmes during the Great Recession

During the Great Recession, overall spending on labour market programmes constituted an important, but not major part of the crisis response stimulus packages. According to the ILO's survey of 65 advanced, emerging and developing economies, 11.7 per cent of the crisis response stimulus measures in advanced economies and

5.1 per cent of the measures in emerging or developing economies were devoted to ALMPs. A much greater share of the crisis response measures were devoted to infrastructure spending, tax cuts and other measures to increase aggregate demand (International Institute for Labour Studies, 2011).

Table 2. Composition of stimulus spending in the Great Recession

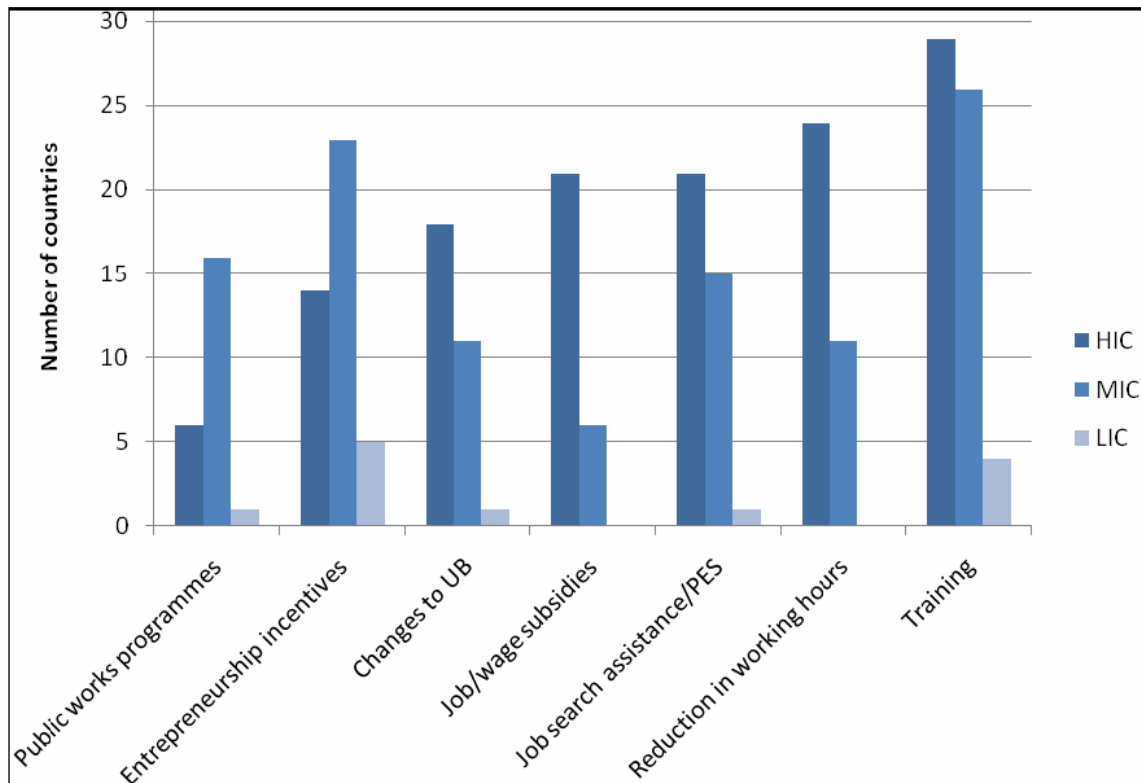
	Advanced economies	Developing and emerging economies
Stimulus as a percentage of GDP	3.9	7.3
Labour market measures	11.7	5.1
Transfers to low-income individuals and households	10.6	6.1
Infrastructure spending	20.8	37.2
Tax cuts	26.8	15.4
Additional measures to boost aggregate demand	30.0	36.1

Source: ILO International Institute for Labour Studies based on national sources (includes 24 advanced economies and 29 developing and emerging economies and 12 Asian economies and are weighted averages by GDP).

Among labour market programmes, there is a significant divergence in the type of activities undertaken as part of the crisis response stimulus packages. In high income countries, training (including apprenticeship and work experience) was the most common activity. Included in training activities were those already unemployed and those threatened with lay-off. The next most frequent strategies employed were work-sharing, increased job-search assistance and job or wage subsidies. Least utilized were public works programmes.

This pattern differed for low- and middle-income countries where the most common activity was also training, but was followed by increased job-search assistance, entrepreneurship incentives and public works programmes. However, these programmes were far less prevalent in lower-income countries than in high-income countries (ILO, 2010). Figure 1 illustrates the distribution of these responses.

Figure 1. National labour market policy responses to the global financial crisis of 2008-09



Sources: Cazes et al. (2009).

Notes: World Bank classification of countries (HIC= high income countries, MIC = middle-income countries, LIC = low-income countries); UB = unemployment benefits schemes; PES = public employment services.

The developed economies have been particularly adversely affected by the Great Recession. They have also introduced, or expanded, a wide range of ALMPs. However, the resources devoted to these measures have not increased as rapidly as has the level of unemployment.

Some developed countries have decided to reduce spending on ALMPs, even though they have been confronted by a large increase in unemployment. Certain countries face sovereign debt difficulties, including Ireland, Portugal, Spain and Greece. Others are concerned that they may experience similar problems and have introduced fiscal austerity measures to reassure the capital markets. Labour market measures tend not to have a high political priority in times of fiscal stringency and are unlikely to be immune from future budget cuts. For example, in the United Kingdom, spending on ALMPs has been reduced, but government spending on health continues to increase (Bell and Blanchflower, 2011).

Among OECD countries, government spending on labour market policies is relatively low, for example in Canada, Japan, South Korea, the United Kingdom and the United States, as these countries rely primarily on private sector market solutions. By comparison, the Scandinavian countries, Ireland and the Netherlands spend much more on both active and passive labour market policies. In both groups of countries, additional discretionary spending on ALMPs in response to the recession has been small. Neither the countries with high ALMP expenditure, nor

those with low ALMP expenditure, have performed uniformly better than the other over the last three years. And, in both groups, spending per unemployed person actually declined during the recession (Bell and Blanchflower, 2011).

Among the EU member States, there has been a wide variation in the proportion of GDP allocated to labour market policy measures. In 2008, expenditure ranged from 3.3 per cent of GDP in Belgium to 0.3 per cent in Estonia, an average of 1.6 per cent. Passive labour market programme expenditure was double that of ALMPs and was generally less in the newer EU states.

Table 3. EU27 ALMP expenditure in 2008

Measure	Percentage of total ALMP expenditure
Training	39.0
Employment incentives	24.0
Supported employment and rehabilitation	16.1
Direct job creation	13.4
Start-up incentives	7.2
Job rotation and sharing	0.4

Source: Eurostat (in Eurofound, 2010a).

While job search assistance is much more difficult during a recession, training has definite advantages. It operates as an economic stabilizer in generating economic activity while addressing skills gaps and improving social contact for the unemployed during a period of withdrawal from the labour force. Several European countries, however, report that during this crisis training budgets were underutilized.

3.2 Results of assessments of current crisis responses

The results of ten assessments of current responses to the crisis are summarized in this section. These assessments are, for the most part, recently published; in a few cases they consist of unpublished information drawn from interviews with national managers of training programmes in Belgium (Flanders), Canada (Alberta) and Germany. All of these assessments rely upon a review of programme monitoring and performance review data; a majority also includes process reviews of how the programmes were implemented and which ones were based upon interviews with key informants. In no case was impact evaluation data available.

Each of these assessments is profiled in detail in Part II. In this section, the major observations will be highlighted, grouped in the categories the ILO has used for training responses to the crisis:

- re-employment of unemployed or displaced workers;
- upgrading of employed workers' skills;
- training of workers for the types of jobs created by stimulus packages.

Re-employment of unemployed or displaced workers

Regarding the retraining of unemployed or displaced workers, assessments of programmes in Belgium (Flanders), Canada (Alberta and British Columbia), the

Philippines, South Korea, and the United States were reviewed. A more complete summary of the assessment in each of these countries is found in Part II. The following are highlights of these assessments.

Belgium (Flanders)

The Flemish Public Employment and Vocational Training Service (VDAB) provide comprehensive training services in addition to the traditional job-search assistance provided by public employment services worldwide. From December 2008 to December 2009, applications for training rose 26 per cent and waiting lists grew by 33 per cent. The budget for training was expanded by €9 million (US\$11.89 million) per year in 2009 and 2010 to meet the increased demand for training.

- a. Focus on employment: Additional training was only organized in areas of shortage occupations or occupations of projected future demand; these areas included the metals sector, construction, transport, social profit (non-profit organizations in the social services), logistics and energy distribution.
- b. Focus on disadvantaged groups: Courses were organized to provide easier access for members of disadvantaged groups and to provide better orientation before and during training in addition to intensive placement assistance after training. Part of this effort included the expansion of training in the Dutch language for non-native speakers.
- c. Increased training programme flexibility by:
 - taking advantage of extra capacity in companies to organize training cooperatively with them;
 - using mobile resources for training to alleviate regional shortages, in cooperation with local authorities, educational institutions, social partners and sectors;
 - extending web learning and blended learning. The web-learning courses of VDAB were offered to workers free of charge.

The overall placement rate six months after the completion of training for all training programmes increased from 61.6 per cent in September 2009 to 62.5 per cent in December 2010. The placement rate for training provided with the additional financial resources at the end of December 2010 was 64.8 per cent. In addition, VDAB took advantage of the crisis to build stronger partnerships with employers. This entailed deepening the understanding of the recruitment needs of employers, particularly for shortage occupations. And, with more training organized directly with employers, trainees had a more direct opportunity to learn about job requirements and expectations.

Canada

In Canada, the Strategic Training and Transition Fund (STTF) received approximately one quarter of the CAD\$1.89 billion (US\$1.78 billion) allocated for skills development programmes in 2009–11. The STTF sought to strengthen existing

training programmes to extend support services to low-skilled individuals affected by the economic downturn. These funds were distributed to Canada's provinces and territories through existing labour market agreements.

Programme monitoring and performance tracking of programmes in British Columbia provide insight into the operation of this programme in one Canadian province. British Columbia received CAD\$66 million (US\$62.49 million) for the STTF, which was 13.2 per cent of the national total. In this province, funds were allocated to strengthen seven existing programmes that served a total of 12,329 participants in 2009/10. Of the seven, the Economic Recovery Training Pilot Programme (RTPP) accounted for 71 per cent and the Workplace Training for Innovation Programme (WTIP) 21 per cent.

A large percentage of beneficiaries were youth and women. Other groups served by the STTF initiatives included immigrants, aboriginals, older workers and people with disabilities. Of the participants, 68 per cent were employed three months after training and an additional 16 per cent were self-employed.

The neighbouring province of Alberta received a similar allocation of STTF funds. In addition to its regular programme monitoring and performance tracking activities for these funds, this province conducted a process review of the province's response to the economic crisis in terms of its employment and training programmes. One concern identified was that it needed better methods for monitoring the economic climate, in spite of the fact that the economy is quite strong given the robust oil and gas industry. Officials also recognized that in a downturn it was important to maintain a focus on long-term labour force development while at the same time meeting critical short-term needs.

The need to make timely policy adjustments to adapt to changing circumstances was also recognized. In particular, there was a need to review how the rules for employment insurance support and training supports might be harmonized to provide broader access to training. Efforts might be undertaken with the federal government to incorporate training into short-time work (managed by the federal government) as well as to explore other strategies to assist workers to remain in the workplace.

When labour market conditions change rapidly, communication and policy coordination between the federal government and provincial and territorial governments is critical. The existence of the Canada-Alberta Labour Market and Labour Market Development Agreements, that could be modified to accommodate the additional stimulus funds, were quite effective in transmitting funds smoothly from the federal to the provincial levels. Even so, however, it was suggested that it might be useful to develop a training fund to be held in reserve to use as a counter-cyclical funding source in the event of a future crisis. In addition, strong relationships with industry, employers, training providers and contractors were identified as success factors because they provided valuable intelligence about changing conditions and client needs, and a valuable foundation for identifying and implementing solutions to meet increased demands.

Lastly, it was noted that the demand for career services (career guidance and job-search assistance) was very high during the Great Recession. Providers of these services must have the capacity to handle the increased workload or bottlenecks will

develop regarding the provision of other services, such as training. In addition, better strategies are needed to assist members of the most vulnerable groups (aboriginal workers, youth and immigrants in Alberta) to navigate among available government programmes and services more effectively. In addition, ongoing efforts need to be made so that members of these groups have the necessary access to literacy and essential skills to better position them for periods of economic slowdown.

Philippines

An Economic Resiliency Plan (ERP) was the response of the Philippines to the Great Recession. While the bulk of this funding was allocated to other policy measures, one component was an increase in funding for the Pangulong Gloria Scholarships (PGS). This programme, which was originated in 2006 with a funding level of PHP0.55 billion (US\$10.70 million), was increased to PHP1.35 billion (US\$30.41 million) in 2008 and PHP5.66 billion (US\$117.34 million) in 2009 or a total of PHP8.07 billion (US\$157.05 million) for the 2006–09 period.

The PGS is a financing scheme to fund technical vocational education and training (TVET) directly linked towards specific job demands. The programme financed the training courses themselves, which were contracted out for delivery by public and private training providers. It also provided training support of PHP60 per day to trainees. The training support was viewed as a critical component of the PGS as it ensured that trainees had funds for transportation and food and promoted high classroom attendance.

The TVET scholarship programmes were used to promote training in high demand occupations. Their impact on the employability of TVET graduates was reflected in the higher employment rates in selected qualifications. For example, while the employment rate of 43.7 per cent for trainees placed in the ICT sector was lower than the national average, the employment rate for contact centre agents, which had been largely supported by government through the PGS, registered a higher rate of 50.3 per cent.

The Republic of Korea

The Republic of Korea, in contrast to most of the other countries reviewed, did implement a major training reform during the Great Recession. Individual Training Accounts (ITAs) were implemented during this period; they were introduced in 2008 to promote client-centred and market-friendly training practices. This innovation was the latest in an ongoing campaign to reform and upgrade the Korean technical and vocational education system. With this innovation, an unemployed person is offered a certain amount of funding within which they are free to choose vocational training courses and providers. Participants then have their individual training histories recorded for integrated management.

In 2009, KRW57.02 billion (US\$44.83 million) of the total budget of KRW73.87 billion (US\$58.07 million) for ITAs was spent, serving 87,215 persons. This was a much higher number than the originally planned service level of 46,580, and reflected the higher training enrolment during the Great Recession. By 2010, this

programme was operating nationwide and accounted for approximately 70 per cent of the training budget for unemployed people.

After the initial implementation of ITAs, the Ministry of Labour and Employment tasked the Korea Research Institute for Vocational Education and Training (KRIVET) to conduct a review of the implementation of ITAs and to make recommendations for improvement, including the tightening of standards for the selection of trainees. This would include restricting the programme to persons who are unemployed and preferably to those who have been unemployed for at least three to six months after registering for employment. Also recommended was a limitation on the size of training accounts and a restriction in access to courses to reduce the incidence of “training shopping”. It was highlighted that minimum standards for the counselling of trainees needed to be implemented, and the weight of employment performance and trainee counselling needed to be increased in the evaluation of training institutions.

Regarding the strengthening of the training provided, it was also recommended that the capabilities of both public and private institutions to conduct quality training must be evaluated in order to stimulate the broader education and training market. The employment rate and employment retention rate of trainees should be included in the assessment of training courses for ITAs. Access to training account resources should be restricted to those training institutions that meet certain evaluation ratings. In addition, there should be an investigation of the introduction of training accreditation as a way to improve the assessment of training courses for ITAs.

Lastly, it was recommended that training institutions should be further motivated to maintain quality management systems. Increasing the share of costs borne by trainees could be one strategy to increase the quality of training in institutions that have been rated poorly by the government.

United States

The Workforce Investment Act (WIA) of 1998 is the principal job-training programme in the United States. The American Recovery and Reinvestment Act (ARRA) of 2009 supplemented the funding for federal WIA programmes, relying on the existing programme infrastructure. Using this infrastructure, the federal government provided most of the financial support, but state and sub-state entities made most of the decisions in providing training services. An evaluation of early implementation of the workforce development-related ARRA activities was carried out for the Department of Labor by the National Association of State Workforce Agencies (NASWA). All states were surveyed, and on-site interviews were conducted in 20 states.

Based upon this evaluation, a number of observations were made about how the substantial infusion of ARRA funds into the WIA system was managed.

In the first six to twelve months of programme delivery, main accomplishments noted by state and local administrators included:

- a. moving quickly to implement new provisions of legislation;

- b. establishing a summer youth programme at short notice;
- c. increasing system capacity to serve more customers;
- d. improving partnerships with unemployment insurance administrators and educational institutions;
- e. expanding training opportunities.

Challenges encountered in same period:

- a. spending funds to hire staff quickly was hampered by state and local hiring freezes, state legislative delays and civil service hiring procedures;
- b. additional reporting requirements added to the administrative burden.

All the states surveyed worked within their existing organizational structure. The temporary nature of the additional funding discouraged them from adding permanent staff; staff hired was largely temporary. When ARRA funds are exhausted, states expect to have to revert to prior service levels, in spite of expected continuing demand for expanded services.

All states encouraged local areas to increase resources devoted to training. In addition, the ARRA increased funding for Pell Grants, a Department of Education financial aid programme that assists low-income persons to attend approved higher education. Forty per cent of states expanded the definition of the training that would be supported through this financial aid source.

Some state and local agencies noted that the emphasis placed upon spending WIA funds on training reduced flexibility to use them for assessment and information services that were needed before individuals could enter training.

A number of states in the study made use of the ARRA funds to improve their labour market information and management information systems. State and local areas were particularly interested in green jobs, and many had received additional funds targeted to promote them.

Upgrading of employed workers' skills

In contrast to training and retraining programmes provided to unemployed and dislocated workers, which are largely financed by governments, training and retraining programmes for currently employed workers are generally financed by employers and sometimes workers themselves. Governments, however, can play a role in encouraging this training through various financial support incentives.

An overview of general trends in employer-based training activities in EU countries during the Great Recession is included in Section V. This section will review three assessments of government initiatives to promote training for employed workers during the Great Recession, in particular by linking it to short-time work schemes.

In Europe the scope of supported training varies from general to company-specific. Public authorities tend to favour general training activities, probably to encourage development of transferable skills.

A review of public training support schemes for employed workers revealed 64 measures in place in Europe, classified into the following categories:

- a. support for training costs or wages for enterprises in general and enterprises facing particular difficulties – 50 per cent;
- b. support for training in short-time work schemes – 31 per cent;
- c. other types of support, such as advice – 13 per cent;
- d. support for training leave schemes – 6 per cent.

Employers' organizations and trade unions note that procedures for requesting public support can often place an administrative burden on enterprises, especially smaller ones. A German Federal Labour Agency report concurs that small and medium-sized enterprises (SMEs) are less familiar with public programmes and may have more difficulty identifying training needs and suppliers (Eurofound, 2011a).

In response to the Great Recession, there appeared to be evidence of an increase in public financing for worker training in the Netherlands, Germany, Austria, and Spain. In Spain, the Foundation for Training in Employment notes that the number of enterprises receiving training subsidies increased from 201,689 in 2008 to 293,460 in 2009, an increase of 46 per cent, and the number of workers participating increased from 1.99 million to 2.42 million, an increase of 21 per cent (Eurofound, 2011a).

In this most recent economic crisis, governments and enterprises, in a growing number of countries, have turned to short-time work schemes as a way of keeping workers attached to the labour market and to replace an absolute loss of livelihood with a reduction in working hours. In some of the countries that have adopted short-time work, adaptations have been introduced to promote the use of reduced working hours as an opportunity for training.

Over the past several decades, work-sharing programmes had been established in Austria, Canada, Belgium, France, Germany, Switzerland, the Netherlands and some US states. Many of these programmes were revised or expanded during the crisis. Additional countries, which initiated short-time work around the period of the crisis, included Argentina, Chile, Mexico, Uruguay, Bulgaria, Croatia, the Czech Republic, Poland, Hungary, Romania, Serbia (at company level), Slovakia, Slovenia and Turkey (ILO, 2010).

Available studies from Austria and Germany, two countries which have incorporated training into short-time work, reveal that participation in short-time work arrangements combined with training has been relatively limited. In Austria, a report noted that 8,000 workers (1,000 women) of the 67,000 employees on short-time work schemes in 2009 received subsidized training support. Another 2009 survey noted that among the 300 most important companies in Austria, short-time work had been implemented in 48 of them, while short-time work combined with training had been implemented in only six. In Germany, a government study revealed that only 13 per cent of establishments, which had introduced short-time work, had at least one short-time worker in a training scheme in 2009, and only 8 per cent of all short-time workers took part in a training activity in 2009 (Eurofound, 2011a). France introduced provisions to provide training in short-time work schemes, but this was not taken up much (European Commission, 2008).

In another study, there was evidence that training when in short-time work is embraced most in countries where it is a requirement for participation, as it is in the Czech Republic, Hungary, Netherlands and Portugal. Conversely, utilization of training was lower in countries where it is not compulsory. It was estimated that 10 per cent of short-time workers participated in training in Belgium, Denmark, Finland, Italy, Korea, Germany and Switzerland, while 10–25 per cent participated in Austria and Japan. Requiring training as a condition of providing short-time work opportunities runs the risk of increasing costs for participating companies. This risk has been offset by the provision of subsidies in most of the countries (for example, Czech Republic, Hungary and Portugal) that have imposed training as a requirement (Hijzen, Venn, 2011).

Regarding the training of employed workers, this report reviews assessments in Germany, South Africa and the United Kingdom (Wales). A more complete summary of the assessment in each of these countries is found in Part II. The following are highlights of the assessments conducted in these countries.

Germany

In the spring of 2009, the German Government, as an anti-crisis measure, eased the access to the short-time work scheme significantly and provided additional incentives to use it and to promote the provision of training for workers during their reduced working hours. The key provision was that, if a worker spends 50 per cent or more of the reduced hours in training, employers could receive a reimbursement of 100 per cent of their social security contributions for the hours not worked (instead of a 50 per cent reimbursement if workers do not undergo training).

All of these training opportunities needed to be in programmes certified by the German certification body. Company training needed to meet company needs, but also needed to be useful for the general labour market in order to qualify for reimbursement (for example, training employees for a new production or assembly line did not qualify).

The demand for this measure was lower than expected. Of the €150 million (US\$209.1 million) available in 2009 only €35 million (US\$48.8 million) was used (ILO, 2010k). According to estimates from the Federal Agency for Labour based upon the social security contributions paid, only 8.6 per cent of reduced working hours were used for training in 2009 and 21 per cent in 2010.

The Federal Agency for Labour has attributed the relatively low participation in the training provided as part of short-time work to several factors. These included the difficulties companies faced in organizing training while, at the same time, preserving their flexibility to access workers to meet fluctuations in business. It was also difficult for training providers, particularly external training providers, to quickly design courses and have them certified. At the same time, another source noted that the effectiveness of the training schemes was linked to the degree of cooperation among management, works councils and unions, the public employment service and training organizations (ibid).

South Africa

The Training Layoff Scheme (TLS) was the first of its kind launched by the South African Government. As of January 2011, the scheme had supported 7,286 workers at a cost of ZAR21.3 million (US\$3.01 million) in training allowances. The performance did not meet expectations.

Beneficiaries of the scheme were mainly men, reflecting the fact that the manufacturing sector (automotive and motor components, metal and engineering, and food and beverage) accounted for more than 90 per cent of the participants. Women's employment is generally low in these sectors. Other industries participating in the programme included the following: mining, wholesale and retail trade, clothing/textile and leather, plastic, brick manufacturing, cleaning and forestry.

As a new programme the TLS was plagued by a number of design and implementation issues, highlighted in the training assessment summary in Part II. In general, there were a plethora of government agencies charged with a role in implementation, and a number of these agencies were not prepared to manage these new responsibilities or to work together effectively.

United Kingdom (Wales)

As part of its economic stimulus plan, the Welsh Assembly Government adopted ProAct, a short-time work programme with a training component. It was designed to support any private business facing current difficulties, but which was economically viable in the longer term, based upon submission of a business-case plan. Training could be taken as a block or could be spread out over a period of one year. Training costs were paid directly to the training provider; 90 per cent of the subsidized training was to be accredited training.

Based upon the assessment of the programme, the following key observations were made:

- a. It was clear from interviews and available literature that ProAct was the product of an efficient and permanent dialogue between local government, sectoral bodies, trade unions and companies. The parties suggested that the political infrastructure present in Wales was the reason the scheme was designed and implemented so quickly;
- b. Funding availability under the ProAct scheme dictated that only relatively short-term training for lower level vocational skills was supported. Much of the training delivered through ProAct appears to have focused on soft skills and business techniques;
- c. Private sector providers were better placed to offer flexible and targeted training to companies receiving ProAct funding;
- d. The length of time taken to approve training plans presented a problem; in some cases, workers had to be made redundant while approval was pending, leading to further changes being required to applications for funding.

During the establishment of ProAct, there were discussions about whether such a scheme could be set up on a national scale. It was concluded that this was not feasible due to the scale of the bureaucracy required and the potential for fraud. Wales provides a smaller geographical scale in which to operate the programme. In addition, the higher level of unionization in Wales compared to the entire United Kingdom may have contributed to the success of the programme.

Training of workers for the types of jobs created by stimulus packages

Another aspect of the national crisis responses was the injection of public funds into infrastructure development and the promotion of jobs in high demand sectors of the economy. Prominent among these efforts were initiatives to promote green jobs. There are green jobs initiatives underway in a number of countries, and these are chronicled in the ILO publication entitled *Skills for Green Jobs: A Global View* (Strieska-Ilina, O. et al., 2011), which includes a number of supporting country studies.

Some of the most prominent green jobs initiatives launched as part of stimulus packages were in Australia, China, France, Korea, the Philippines, and the United States. However, a number of the green jobs initiatives, particularly in Asia, were fundamentally public works programmes established to provide income support for lower-skilled unemployed workers. Participation in these programmes did not require extensive training. This has been the case, for example, in Korea and the Philippines. In the Republic of Korea, a US\$42 billion Green New Stimulus was proposed that consolidated and expanded existing programmes. While impressive in other regards, it was estimated that 30 per cent of the jobs created would be higher skill jobs, while 70 per cent would be for lower skill manual workers (ILO, 2010i). In Korea, there has been criticism that many of the large scale public works jobs created, such as in the Four Rivers Project, were temporary and that the substantial funds being expended would be better spent on investments in education, health care or social welfare (Jin, 2009).

In addition, some of the green jobs initiatives took longer to get underway than other crisis response training measures. In Australia, a significant green jobs initiative was launched in the aftermath of the Great Recession. One element of the initiative, the Green Jobs for Youth Programme, was part of the Australian Government's package in early 2009, but it did not become operational until January, 2010, partly because a new tendering process needed to be established (Dacey, 2009).

Similarly, the US Green Jobs Programme under ARRA was implemented more slowly than other training programmes financed by the Act. A summary of the results of an audit of the programme follow. An evaluation of these programmes was commissioned in 2011 and will be completed in 2015.

A review of the Oakland, California Green Jobs Corps provides some insight into the operation of green jobs programmes. This programme was planned prior to the Great Recession, but was operating at the beginning of it. A programme assessment concluded that it followed a traditional model in use for the last 20 years; the model consisted of training in occupational and core work skills with a work experience component that could be on-the-job training, an internship or trial

employment. Placement activities were another component. It was concluded that there was nothing unique in the model to make it particularly suited to green careers. It was noted that green collar jobs training and placement programmes are economically vulnerable. Trainees' programme completion was reliant upon the capacity of firms to hire new workers, constrained during the recession.

Regarding the training of workers for jobs created by stimulus packages, assessments of programmes in Peru and the United States were reviewed. The Vamos Programme in Peru was a direct response to the Great Recession, but it targets training not for green jobs or infrastructure, but for industries where current labour demand is highest. A summary of the response in each of these countries is found in Part II. The following are highlights of the assessments conducted in those countries.

Peru

In some other countries, there have been broader initiatives to train workers for jobs in emerging growth sectors, although all countries are working to better align their training initiatives to conform to the needs of industry. The Vamos Peru programme (formerly called Revalora Peru) is an example of a training programme deliberately designed to retrain workers, who had been displaced from export-related industries, to move into expanding sectors of the economy.

It provided training and other services for workers displaced from employment as a consequence of an economic slowdown, technological changes or sectoral restructuring processes in export-related sectors to other sectors which are expanding, including due to public investment. Services provided included:

- a. job training or training for self-employment;
- b. job placement;
- c. certification of labour competencies; and
- d. technical assistance to SMEs to support their efforts to retrain staff.

While the programme's job placement rate was relatively low at 17.1 per cent, the increase in wages after training was good, particularly for women, youth and workers at risk of being laid off.

Vamos Peru was established as a permanent programme in 2010. Improvements incorporated into the programme at that time included:

- a. scaling up services to a larger number of sectors and ensuring better targeting and monitoring of beneficiaries;
- b. allocating funds by geographical area based on need and better adapting training to the local needs of the labour market;
- c. reducing administrative costs and establishing multi-layered partnerships and collaboration agreements for the implementation of the programme at the regional level;
- d. defining standardized contents of training based on the real demands of the labour market; and

- e. improving alignment of the programme with the national employment policy to ensure better coordination and complementarity with other mechanisms, such as the Employment Fund Project and public employment services.

United States

The ARRA contained a \$500 million allocation to the US Department of Labor for education and training programmes related to the expansion of green skills through the labour force. The Green Jobs Act passed in 2007 was extended by the ARRA to provide funding in five categories, including the State Energy Sector Partnership and Training, Pathways Out of Poverty, Energy Training Partnerships, State Labour Market Information Improvement and Green Capacity-Building grants. These monies were disbursed in 2010 through a variety of training providers. A competitive grant process governed the allocation of the training monies. State and local governments then evaluated proposals from community-based non-profit agencies, from the vocational schools within their jurisdiction, as well as higher education institutions (Mass et al., 2010).

Grantees reported expending 33 per cent of the amounts awarded, with about 73 per cent of the grant time having elapsed. As of 30 June 2011, \$327.3 million remained unexpended. The Department of Labor and grantees have reported achieving limited performance targets for serving and placing workers. With 61 per cent of the training grant periods elapsed and only 10 per cent of participants entered into employment, there is concern that grantees will not use the funds and deliver targeted employment outcomes by the end of the grant period. According to interviews conducted early in 2011 with regional officials, grantees have expressed concerns that jobs have not materialized and job placements have been fewer than expected for this point in the grant programme.

One surprising finding of the review was grantees reported that 39 per cent of the participants served already had jobs and had enrolled in training in order to retain their jobs, obtain new work or otherwise upgrade their skills.

4. Methods of evaluation

Given the relatively short time period since the inauguration of programme responses to the economic crisis, training programme assessments available in written reports from various countries have relied on data from: (a) the monitoring of programme activities and outcomes based upon existing performance management systems; or (b) the conduct of studies based upon surveys of key informants. The latter largely covered process issues relating to the implementation of programmes under urgent conditions. For this report, published assessments were supplemented in some cases by interviews with government administrators of training programmes in selected countries. In addition, the information on the training practices of enterprises in EU countries during the financial crisis was collected by the European Foundation for the Improvement of Working Conditions (Eurofound) from Eurostat data and through questionnaire responses provided by their network of European Working Conditions Observatory (EWCO) national correspondents.

By contrast, no impact evaluations have been published to date, although several are planned. For example, in the United States a detailed evaluation contract for the Recovery Act Pathways Out of Poverty and Health Care and High Growth Training grants was awarded in the spring of 2011 and will be conducted over five years. Similarly, a World Bank Impact Evaluation of Vocational Training Programs in ISKUR, the Turkish Employment Service (which expanded its training programmes from 30,000 in 2008 to 214,000 in 2009) began its study in the spring of 2010 and will be completed in the spring of 2012.

Performance measurement reviews or results-based monitoring, concentrate on limited shorter-term outcome indicators that do not address the questions of why results did or did not occur. However, they are built into programme administration systems for all programmes and provide a means for programme administrators and policy-makers to make regular policy and resource allocation decisions on a more objective basis.

It should be noted that results-based monitoring, while currently widely employed in developed countries, is now being embraced by other countries, including Chile, Colombia, Mexico, Sri Lanka, South Africa and Uganda. These systems are very useful for giving programme managers timely feedback on the progress in implementing programmes and in reaching outcomes. They can also provide a baseline and important inputs into the evaluation process. Monitoring and evaluation systems are often handled quite separately. Chile is a rare example of a country that has integrated its monitoring and evaluation systems (Morra, 2009).

Impact evaluations, however, are conducted to determine the extent to which a programme is causing participant outcomes; this is accomplished by isolating the programme's impact from other factors. Impact evaluations are carried out much less frequently, given the time and expense of conducting them. They can be designed in one of two ways. In an experimental design, programme applicants are randomly assigned to participate or to receive other or no services. In this case a control group with identical characteristics is created. In a quasi-experimental design, programme participants are compared with a control group of individuals with similar characteristics who are drawn from administrative data sources. Quasi-experimental designs can be quite reliable and are much less expensive to conduct than experimental designs.

It should be noted that Card et al. (2009) found that the effectiveness of experimental and quasi-experimental methods versus an analysis based on administrative data was not significant. Observations based on good quality administrative data also provide a basis for a rich analysis and understanding of job-training outcomes (Lechner and Wunsh, 2009). In this regard, public employment services have a key role to play in collecting and ensuring the availability of high-quality data.

In view of the weakened financial condition of a number of governments in developed countries and the fragility of the global recovery from the Great Recession, it would seem prudent to try to strengthen government evaluation capacity around the world. (In developing countries the availability of public resources for evaluation is almost always constrained.) However, based upon the experience of the Independent Evaluation Group of the World Bank, there was no

clear link between financial crises and the strengthening of governmental evaluation capacities in the 18 countries that experienced financial crises between 1993 and 2003. Moreover, it was observed that during financial crises countries invested in improving their performance management systems, rather than in programme evaluation. This was the case, for example, in the United Kingdom and New Zealand in the early 1980s. Called results-based budgeting or performance monitoring with budget aspects, the focus is on results, not impacts. This is understandable in light of the pressure on governments to account for the results achieved from expenditure and the need to reallocate scarce funds among competing programmes (Morra, 2009).

As an indication of the pressure on governments to demonstrate the benefits of government expenditure, a new financing technique called *social impact bonds* or *pay for success bonds*, is being piloted in the United Kingdom and is scheduled for introduction in the United States on a pilot basis (including for job-training programmes). With this technique, non-profit organizations, with government approval, advance the funding and then implement new programmes, incorporating benchmarks of success already agreed upon. After several years of operation, the programmes are then reviewed and, if they are successful, the organizations are reimbursed, with the possibility of a bonus payment. The intent of this innovation is to introduce market discipline into government programmes (Leonhardt, 2011).

5. Training by employers during the crisis

The Eurofound conducted a study on the training practices provided or supported by enterprises in the EU during the recession. The results were published in “Preparing for the upswing: Training and qualification during the crisis” in 2011 and reflect the variation among enterprise training activities across 25 of the 27 member States of the EU plus Norway (Eurofound, 2011a). Information was drawn from the European Labour Force Survey data on employment and training activities carried out by working individuals, as well as from questionnaire responses from the network of national correspondents of EWCO. The information presented in this and the following section was largely drawn from this study.

Data show that, compared to 2007, the percentage of people in employment involved in training activities experienced a definite decline in France, Ireland, Latvia and Slovakia, while there was an increase in Denmark, Estonia, Luxembourg, Portugal and Sweden. It was relatively stable in Bulgaria, the Netherlands, Spain and the United Kingdom. The EU average declined slightly in 2009 compared to 2007 and 2008. While 20 per cent of workers participated in a training activity in the 2007–09 period in northern European countries and the United Kingdom, less than 5 per cent participated in Bulgaria, Greece, Hungary, Romania and Slovakia. The EU average was slightly more than 10 per cent.

Based upon the Labour Force survey, Bulgaria Estonia and Romania reported significant declines in the number of employees participating in training. However, the declines reported in Germany, Luxembourg, the Netherlands and Sweden were small. Two possible explanations were offered: the enterprises still offering training have a high commitment to training; or, more public funds were available for training support.

Regarding individual countries, a study by the German Institute for Employment Research showed that the proportion of establishments in Germany, which regularly offered continuous training, rose steadily from 39 per cent in 1999 to 49 per cent in 2008, but dropped to 45 per cent in 2009. In Poland, another study revealed that the number of enterprises providing training in Poland had declined compared to previous years. A French study revealed that 40 per cent of French enterprises were investing less in training, while 30 per cent were investing more. The average amount invested by Spanish companies in training activities in 2009 fell by 16 per cent compared with 2008. A Swedish study noted that 47 per cent of private employers and 60 per cent of public employers reduced funding for skills development in 2009. Similarly, in the United Kingdom, funding for training was reduced by 32 per cent.

The reasons given were the need to reduce costs and save money. In some cases there was a shift to less expensive training methods such as internal training.

A few countries, such as Denmark, were exceptions. A Danish study noted that 39 per cent of companies increased training activities as part of their strategy for tackling the crisis. Participation of employed people in formal training and educational activities increased from 671,527 in 2008 to 951,134 in 2009. This growth may in part be due to the programme of the Danish Adult Education and Continuing Training System, where the employer is eligible for reimbursement of part of the employee's salary. These programmes are available elsewhere, but are generally not as widespread as in Denmark.

The Eurofound study noted that the extent of participation in training was greater for:

- multinationals;
- medium and large enterprises compared to small enterprises; and
- enterprises involved in knowledge-intensive sectors.

The SMEs have reduced training more than larger enterprises, although there is some contradictory evidence in the United Kingdom and Italy. Regarding sectors, those hardest hit by the crisis (finance, ICT, construction and manufacturing) have experienced the greatest reduction in training. However, in Denmark and Norway, training increased in these most vulnerable sectors. This could be explained by the public policies in those countries that support training for vulnerable sectors.

It is generally the case that workers with higher rank, higher educational levels, those of intermediate age and those with permanent contracts are more likely to participate in training activities. This pattern appears to have been maintained during the economic crisis in Germany, Spain, Hungary and Ireland. However, this was not the case in Norway, Denmark and the Czech Republic, again likely as a result of explicit public policies.

Training delivery practices were also adapted. There was a trend towards more internal training (planned and implemented by the enterprise itself) and a reduction in external training (designed and managed by a third party). Explanations given for this trend were a need to reduce costs and to make better use of underutilized human resources. In Spain and Hungary, there was an increasing desire for shorter, but

business-focused company-specific training as compared to general training activities such as foreign language learning.

There was also an increased use of online and blended training. These new methods take advantage of rapid innovations in ICT and are increasingly attractive because they:

- provide flexibility and adaptability to changing needs; and
- lower costs.

In summary, the Eurofound study concluded that the Great Recession has led to a reduction in the number of enterprises conducting training activities in Europe, particularly in SMEs. However, there are some exceptions. Nevertheless, the level of employee participation has remained relatively stable (ibid.).

6. Views of social partners on the importance and management of training during the Great Recession

The most extensive documentation, on the views of social partners of the importance of worker training and retraining during the Great Recession, was provided by the Eurofound survey that covered 25 of the 27 EU member States and Norway. It concluded that, in a large majority of the EU countries, social partners viewed training as an essential tool for promoting recovery.

In those countries where short-time work schemes, coupled with training activities, are available (such as France, Italy, Luxembourg, the Netherlands and Slovenia), there was a strong consensus among the social partners of the importance of maintaining the workforce and using the extra time available for training purposes. In the Netherlands, the use of time, available from short-time work and partial unemployment, for training was identified by the social partners as a very appropriate measure for dealing with the current crisis. In Italy, employers' organizations and trade unions regarded the linking of active and extended passive labour market policies as positive. In Slovenia, the trade unions and employers' organizations supported the introduction of the anti-crisis measure of partial wage compensation for temporary laid-off workers to enterprises, combined with an obligation to train them.

More broadly, the social partners in a number of EU countries have reaffirmed their support for training as a valuable economic crisis tool. Both trade unions and employers' organizations have supported, and in some cases proposed themselves, the expansion of training initiatives in Bulgaria, Denmark, Estonia, Germany, Ireland, Norway and Spain.

The social partners in Ireland shared similar views regarding the improvement of workplace training. In 2009, the Irish Congress of Trade Unions (ICTU) advocated for substantial improvements in the social welfare system, including its integration with skills enhancement, education and training. The Irish Business and Employers' Confederation (IBEC), the nation's largest employer organization, also called for the upskilling of the workforce. They share the view that the existing Irish

training system is too complex and uncoordinated. The IBEC has also backed the ICTU's call in 2009 for a €1 billion jobs plan (including investment in training).

In Spain, the Confederation of Workers' Commissions (CCOO) and the Confederation of Employers' Organizations (CEOE) have also stressed the importance of education and training for successfully adapting to the future. The CCOO published a study which promoted training as a means to address the low productivity and poor competitiveness of many Spanish companies. The CEOE stressed the importance of enhancing existing incentives and public incentives for companies to implement training activities.

Interestingly, the social partners in several EU member States shared similar views in their criticism of some of the training initiatives implemented by governments in response to the Great Recession. Despite positive views on the existing adult education and continuing training system, the social partners in Denmark have criticized the government for not implementing more extensive initiatives. Both the Confederation of Danish Employers (DA) and the United Federation of Danish Workers (3F) have advocated having training integrated more fully into some public policy initiatives. Similarly, in Ireland, both social partners have criticized the lack of government action/funding in the area of improving lifelong learning and providing training for those in employment.

While there is a great deal of agreement between the social partners on the importance of training, there are markedly different perspectives in two major areas.

First, is a difference regarding who bears the responsibility for the organization and financing of training activities. Trade unions advocate that it is the responsibility of the employer to provide formal training for their employees, while employers see the updating of skills as a shared responsibility with the employees. This debate is prominent in discussions in Belgium, Denmark, Ireland, Spain, Sweden and the United Kingdom.

This debate about who should pay has intensified in some countries recently, given the budgetary restraints being faced by companies due to the recession. For example, the employers' organization, the Confederation of British Industry (CBI), has consistently lobbied the public authorities over the need to secure good training policies without placing too high a financial burden on employers, while the Trades Union Congress (TUC) has stressed the need for binding obligations on employers to provide training to workers.

The second area of difference concerns the focus of the training. Employers prefer training that is business-specific and increases competitiveness, while trade unions tend to stress broader training activities. For example, in Ireland, the ICTU wants more progress to help lower skilled workers gain access to lifelong learning opportunities, a view shared by the Confederation of German Trade Unions (DGB), the Dutch Christian Trade Union Federation (CNV) and the Polish Independent and Self-Governing Trade Union Solidarity (NSZZ Solidarność).

In a few countries, the Great Recession has actually opened new discussions among social partner representatives on the importance of training in recessions and the role of governments therein. Discussions of this type have been held in Austria,

Cyprus, France, Portugal and Slovenia. In other countries, the debate focused on the question of costs and benefits of the training system, especially in a context of public funding constraints imposed by austerity measures in countries such as Portugal (ibid.).

7. Trends and lessons learned/good practices

Given the sudden and severe onset of the Great Recession, and the relatively short time that has elapsed since programmes were implemented to address it, the evaluation evidence available has largely been limited to normal programme monitoring and performance measurement reporting, supplemented by process evaluations. Impact evaluations have yet to be conducted and, as a result, the good practices and lessons learned, presented here, need to be considered preliminary and should be tested against more rigorous evaluations in the future.

Based upon the information available, however, the following insights are presented.

7.1 Policy and service improvements and innovations

More comprehensive and integrated programmes: Continuing a trend that has spread, over several decades, from Anglo-Saxon developed countries to continental Europe to Latin America and elsewhere, ALMPs have increasingly been designed to offer more comprehensive and personalized services to unemployed jobseekers. Services are tailored to better address the individual labour market barriers facing jobseekers, often guided by the development of individual employability development plans. Training is a component of these plans and is, decreasingly, a stand-alone intervention. Evaluation results have confirmed that this comprehensive approach is more successful, particularly with members of disadvantaged groups.

Linkage of active and passive measures: In all the cases reviewed in this report, except for Peru, training was only feasible when some form of income support was provided. Adults in training or retraining must be able to support themselves, and perhaps other family members, during a training period. This support can be provided through:

- wages for employed workers being trained on-the-job;
- partial wages and unemployment insurance for workers in short-time work;
- unemployment insurance for unemployed workers;
- stipends or financial aid for unemployed workers; or
- support services to cover additional costs.

In several countries (Canada, Philippines, Republic of Korea, United States), policy changes were made or proposed to remove barriers in the administration of income support measures to encourage enrolment in training programmes. At the same time, however, it was noted that proper screening was needed to ensure that training programmes are not used primarily as a means to access income support.

Targeting of training programmes: In terms of those most affected by the Great Recession, low-skilled workers, youth and older workers were the most consistently affected. Other groups, disproportionately affected, were immigrants, members of minority groups and people with disabilities. Most training programmes for the unemployed specifically targeted these groups. Publicly-funded training programmes balanced employer-financed training, which tended to be oriented toward employed workers at higher skill levels.

Training measures incorporated into short-time work: Short-time work as a labour market measure to combat retrenchments has spread to more countries, particularly in Eastern Europe and Latin America. This signals a more preventative, as opposed to remedial strategy, to keep workers in jobs and reduce, but not eliminate, income. It also allows employers to retain valuable skilled workers. Nevertheless, efforts to incorporate training activities into short-time work schemes have not been utilized on a large scale, including in Germany, where short-time work is a well-established strategy. There appear to be practical difficulties in organizing training courses while at the same time preserving flexibility to enable employers to adjust the hours of workers according to business demand. This was particularly true when the training was contracted out, rather than provided by the employer.

Expanded use of on-the-job training: There is evidence of increased interest by governments in on-the-job as opposed to classroom training. This interest appears to be motivated by a desire to respond better to employer priorities and to better tailor training to fit current skill demands. In addition, on-the-job training provides trainees with the opportunity to acquire implicit, or tacit, knowledge as well as explicit knowledge. Explicit knowledge of facts, principles or rules can be taught in a classroom setting while tacit knowledge, which refers to the application of rules and principles in a competent way, is acquired through the process of observation, practice and experience. Embedded in the transferable core work skills, increasingly valued by employers, is a strong component of implicit or tacit knowledge. However, the diminished capacity of employers to take on trainees during an economic downturn can be a constraint on the expansion of this mode of training.

Promotion of skills for green jobs: Green jobs initiatives have been incorporated in a number of stimulus packages, but in several cases (Republic of Korea, Philippines) these initiatives have consisted of large components of public works programmes providing relatively low-skill jobs that do not require training. In other countries, it has taken more time to define the unique job requirements and skills needed for green jobs so that appropriate training content can be modified.

Balance between training and related employment services: The provision of career guidance and job-search assistance, as well as referrals to other appropriate active and passive labour market resources, was widely recognized as absolutely essential in order to support individuals to make appropriate choices about training and to find employment after training. In several countries reviewed, staff shortages in intake and guidance services created bottlenecks which impeded the progression of workers into training programmes.

Expansion of more flexible training delivery methods: There has been some, but not widespread, improvement in the use of ICT to facilitate flexible access to career information and online learning. For example, charges for online courses in

Flanders, Belgium were dropped for participants during the crisis response period. There was also evidence of more flexible training delivery methods noted in the survey of employer-provided training in the EU.

Incentives to promote early basic education: There were a few recommendations made about the need to increase incentives to promote basic skills education for low-skilled youth and adults on an ongoing basis. Particular attention might be given to the success of programmes such as Bolsa Familia in Brazil that linked the receipt of income support to school attendance.

7.2 Management and partnership issues

Competent, cooperative and adaptable infrastructure matters: Unsurprisingly, but extremely important, the competence of public institutions to manage labour market programmes was key to a rapid and effective response to the Great Recession. As noted in the lessons learned from previous crises, the development of institutional capacity over time enables governments to implement programmes more smoothly under duress. Public employment services were repeatedly identified as key institutions leading the crisis response due to their experience in managing various types of active and passive labour market measures, their expertise in analysing labour market information and their nationwide service delivery networks.

Cooperation among partner institutions: Given the growing inter-relatedness of programme measures already noted, it is increasingly important that the service delivery agencies implementing labour market programmes be able to work together cooperatively. Productive working relationships among institutions were repeatedly cited as a critical success factor in the assessments reviewed (Belgium, Canada, Germany, Peru, Philippines, South Africa, United Kingdom (Wales), United States). Orderly, efficient channels of communication between the national and sub-national (state, provincial, or regional) levels were also highlighted as important, particularly in a crisis situation.

Role of the social partners: During times of crisis, there is a need for rapid decision making, facilitated by good social dialogue. Although trade unions and employer organizations were not often directly involved in the management of training programmes, in a number of countries they were active in shaping policy initiatives and in providing feedback on the operation of programmes. In addition, while governments were preoccupied with short-term considerations, in several countries the social partners (both trade unions and employers' organizations) played an important role in providing a longer term perspective regarding the value of investments in human capital for long-term economic performance.

Leveraging existing programmes: Most training programmes implemented in response to the Great Recession were expansions of existing programmes. Funding authorized under new legislation was channelled into existing programmes that could be upscaled much more quickly than introducing new ones.

New programme initiatives: New initiatives introduced were likely part of an ongoing reform process of labour market or training programmes, as in South Korea and Mongolia. Peru's new Vamos programme built upon institutional capacity

developed in previous programmes and upon the capacity of partners such as the public employment service. One new training initiative with no antecedent was the TLS in South Africa, which suffered a number of implementation problems largely due to the absence of a management structure able to plan and implement services rapidly and effectively.

Difficulties with upscaling: Even with competent, experienced public institutions it was difficult to plan, screen participants and expand training courses quickly without affecting programme quality. This was particularly challenging in view of the realization by programme administrators in several countries that resources were time-limited and would soon have to be reduced again.

Increased contracting out of service delivery to private non-profit or for-profit organizations: Consistent with trends towards more comprehensive and integrated labour market programmes, more customer-centred services and more flexible, market-oriented training is another trend. To facilitate the other trends, there is an increasing use of contracting out of services to private agencies (for-profit or non-profit) or other public agencies. In implementing programmes in several countries, the use of contracted services provided an added advantage; they circumvented government hiring freezes that were slowing or blocking the hiring of essential staff to implement the crisis response programmes. Contracting out for services, however, demands more sophisticated management practices and safeguards on the part of government managers.

Importance of good labour market information: At a time of dramatic labour market transition, the importance of accurate and accessible labour market information was underscored. The production of high quality labour market information is part of the public infrastructure essential for the operation of strong labour market programmes. In addition to the collection of statistics, close employment service and training institution relationships with enterprises allow them to better understand and respond to employers' evolving skill needs.

Balancing short and long term perspectives: Several countries (Belgium, Canada Philippines, Republic of Korea), in reviewing their national responses, noted that short-term relief efforts need to be carried out while, at the same time, keeping in sight longer range training reform objectives.

Financing of training in future recessions: There was some discussion in Canada of establishing a Skills Investment Account that allows funding to be set aside in good economic periods and drawn upon in recessions. This would operate similarly to unemployment insurance financing mechanisms. In France, an evaluation concluded that the varied financing mechanisms for training needed to be streamlined to allow for more clear and informed choice by consumers and efficient administration by providers of career counselling and training.

Resource constraints: In response to the Great Recession, governments have been under strong pressure to increase services to meet the immediate income-support needs of unemployed workers, as well as the longer term goals of skills development for economic growth, while at the same time coping with falling tax revenues. In most of the countries, the crisis response funding has now been

exhausted, and many developed countries are finding that government revenues to continue these services may be constrained in the future.

It can be noted that many, although not all, of these trends and lessons learned are consistent with conclusions drawn from the more rigorous evaluations conducted on training programmes in the past. In the case of this report, however, the process evaluations and key informant interviews have shed more light on the operational factors that contributed to successful programme implementation or to difficulties.

8. Conclusion

The Great Recession has been, and continues to be, a time of accelerated, intensified labour market transitions. It has created abnormal stresses and insecurities for everyone: workers, employers and governments. In contrast, skills development in a society is a gradual, cumulative process. In order to build a skills and employability development system that can absorb the shocks produced by crises and adapt to rapidly changing labour markets, nations need a balance of four essential elements:

- a. a sound policy framework;
- b. productive social dialogue;
- c. an adequate funding base; and
- d. competent programme implementation institutions.

These prerequisites are essential in order to:

- make ongoing improvements in flexible, adaptable delivery systems that can be scaled up in crisis situations to deliver training and other services and also scaled down as conditions improve;
- support strategic investments to develop better labour market intelligence to determine where future economic opportunities lie;
- move towards greater use of preventative measures such as short-time work that keep workers employed and allow enterprises to retain valuable human resources in economic downturns;
- promote cooperation between different levels of government and among service delivery agencies to promote the rapid and effective implementation of programmes;
- balance short-term demands for crisis response with ongoing reforms to make strategic investments to improve the skills development infrastructure; and
- benchmark policies and programmes against international best practices.

Part II: Training Assessment Summaries

Part II of this report presents ten summaries of assessments of training programmes that were implemented, or significantly expanded, in response to the global economic crisis. While the assessments vary in scope and approach, the summaries are organized so as to present consistent information wherever possible. The summaries focus on the key features of each programme, its results and the good practices or lessons learned.

The ten summaries are organized into the three categories of training programmes used in this report:

1. Re-employment of displaced workers:
 - Belgium (Flanders)
 - Canada (Alberta and British Columbia)
 - Korea
 - Philippines
 - United States
2. Upgrading of workers' skills:
 - Germany
 - South Africa
 - United Kingdom (Wales)
3. Training of workers for the types of jobs created by stimulus packages:
 - Peru
 - United States (Green Jobs)

It should be noted that many of the assessments profiled here are preliminary or are based upon limited data. More detailed evaluations, in particular long-term studies such as impact evaluations, may be available in the future. However, these assessments provide useful insights into the operation of training programmes implemented under particularly urgent and dynamic circumstances.

1. Work and Investment Plan: Training Capacity Expansion - Belgium (Flanders region)

Implementing agency

Flemish Public Employment and Vocational Training Services (VDAB).

Funding source and amount

€ 9 Million (US\$ 11.89 Million) annually from the Flemish Government. This represented an 8 per cent expansion of the Regular Training Programme.

Time frame: 2010 – 2011.

Context

The number of applications to the VDAB for training, the waiting lists for the courses and the placement in jobs after training, all reflected the effects of the crisis.

Applications for training increased by 26 per cent:

- December 2008: 18,876
- December 2009: 23,845

Waiting lists for training increased by 33 per cent:

- December 2008: 6,510 jobseekers
- December 2009: 9,590 jobseekers

The job placement rate (six months after the end of the training) decreased by 5.83 per cent:

- September 2008: 65.41 per cent
- September 2009: 61.60 per cent

Key features of training programme

Training capacity was expanded. However, VDAB opted to provide extra capacity only for those courses in shortage occupations or in occupations of the future. Courses were added for occupations in the metal, construction, transport, social profit (social services provided by non-profit organizations), logistics and energy distribution industries. Mobile sections were mainly used for bricklaying and welding courses and for confection production techniques training. In addition, capacity was expanded in Dutch language courses to promote labour market integration for jobseekers whose mother tongue is not Dutch.

The VDAB also adopted several longer-term strategies with the intention of strengthening the education-work partnership and construction of future career paths. These strategies consisted of an intensification of on-the-job learning and strengthening of labour market orientation into regular education programmes (with experiments in higher professional education and short-cycle education).

Key features of the expanded training capacity:

- directed training towards employment in a shortage occupation or an occupation of the future;
- improved access to training for disadvantaged groups;
- improved orientation and guidance prior to training and intensive job-search assistance after training;
- increased cooperation with companies, in particular the exploitation of extra capacity available in companies that can be used to organize training;
- created more flexible responses to regional shortages, particularly in the use of mobile training sections (these training courses were organized as partnerships with local authorities, partners, sectors and education);
- extended Web learning and blended learning: during the crisis VDAB Web-learning courses were offered to workers free of charge and this innovation will be permanent.

Results

Table 1. Number of trainees in expanded training courses

	2010	January–April 2011
Dutch as a foreign language	1,330	642
Shortage training in cooperation with third party training providers	2,094	997
Shortage training in cooperation with companies	309	376
Training in mobile sections	192	Not known
Free Web learning courses for workers	Not known	5,788
Guidance and screening projects in cooperation with partners	0	654

Source: Public Employment Service of Flanders, VDAB.

Reduction of training waiting lists

Between December 2009 and December 2010, waiting lists for training decreased by 25 per cent. By April 2011 waiting time had decreased 43 per cent in comparison to December 2009.

Participation of members of disadvantaged groups

In the extra shortage training courses that were organized within the framework of the work and investment plan, participating disadvantaged groups were represented as follows:

Table 2. Representation of disadvantaged groups

Disadvantaged groups	2010 (percentage)	January–April 2011 (percentage)
Low-skilled	46.5	44.1
Older workers (+50)	6.2	7.0
Occupationally disabled	7.4	7.6
Persons of foreign origin	29.6	30.5
Youth (-25)	29.1	24.4

Source: Public Employment Service of Flanders, VDAB.

Job placement six months after training

Overall, job placement six months after training increased from 61.60 per cent in September 2009 to 62.56 per cent in December 2010. For the portion of the training programme, for which additional funding was provided during the crisis, the job placement rate was 64.81 per cent at the end of December 2010.

Customer satisfaction

Monthly customer satisfaction surveys were conducted among ex-trainees three months after their training and among their employers six months after the training. In the first months after the recession the results were as follows:

- 481 ex-trainees participated in the trainee survey;
- 225 trainees indicated they were working in the occupation they were trained for;
- 140 trainees said they were not yet working, but were looking for a job in the occupation they were trained for;
- in total, 76 per cent were working or planning to work in the occupation they were trained for.

Among those not yet working, they cited a lack of professional experience as the main cause. Many employers demand work experience before hiring, which underscores the importance of on-the-job training in combination with classroom learning.

Some 176 employers participated in the employers' survey and 128 of them indicated that the ex-trainees worked in the occupation for which they had been trained. For 68 per cent of the 128, the training was the decisive factor in hiring the ex-trainee. A further 16 employers responded that, although the ex-trainee was trained in a different occupation, the training brought an added value to their job. In total, 144, or 82 per cent of 176 employers, indicated that the training provided added value to the job.

The employers' average satisfaction score of the ex-trainees' knowledge was 7.3 out of 10. Employers who were less satisfied said that knowledge was insufficient or too theoretical. The employers' average satisfaction score of the ex-trainees' work attitude was 7.5 out of 10. Employers who were less satisfied said that ex-trainees did not work efficiently enough, demonstrated too little persistence, or worked with insufficient accuracy.

Lessons learned/good practices

Training courses in cooperation with companies

For the VDAB, gains from this cooperation are multiple:

- strengthening of contacts for placement of jobseekers, and trainees in particular;
- improved insight into the hiring needs of companies, particularly for persistent shortage vacancies.
- reality check for the trainee – if the training is organized in the company, or if the trainer comes from a company, the trainee gets a realistic image of their future job, both in the technical and work attitude fields.

Now that the economy is gradually recovering, the challenge for the VDAB will be to continue its cooperation with companies. It would like to invest in systematically developing and offering creative forms of on-the-job training to companies.

Mobile training courses

Using mobile training courses, the VDAB directly responded to regional shortage occupations by temporarily offering training courses in locations where

shortages occur. These were organized in close partnership with municipalities. Moreover, costs for these training projects were significantly lower as existing facilities were used.

Free Web learning courses

During the crisis, in order to stimulate workers to enhance their competencies, the VDAB offered courses on the Web free of charge. These proved very successful. Schools also made use of this offer. As a result, the VDAB has decided to incorporate this innovation on a permanent basis. The Web learning offer is aimed mainly at subjects that improve access and opportunity across multiple occupations, for example: job application skills, computer training and language courses.

Strengthening partnerships

The economic crisis reinforced the recognition that providing effective labour market programmes is a complex challenge which cannot be tackled by one single organization. For the VDAB, the crisis period has seen an increase in partnerships with enterprises and with third party training providers. To build upon this cooperation, a long-term strategy of partnerships between the different labour market actors and training providers is being developed. These are called “Excellence Alliances”. The partnerships with various stakeholders are designed to improve strategies for competency development and for disseminating information on the evolution of the labour market. They are, in fact, a cooperation platform that supports a proactive response to tracking and meeting labour market demands.

Type of assessment conducted

The VDAB conducts ongoing programme monitoring and performance tracking of all programme participants, including measurement of labour market attachment six months after completion of training. In addition, regular customer satisfaction surveys are conducted for both ex-trainees and the employers who hire them.

Reference/source of information

Ms. Mireille Gillebeert
General Director of Vocational Training
VDAB

2. Strategic Training and Transition Fund (STTF) - Canada (Provinces of Alberta and British Columbia)

Implementing agency

The Ministry of Jobs, Tourism and Innovation in coordination with the Ministries of Housing and Social Development and Advanced Education and Labour Market Development in British Columbia and the Department of Employment and Immigration in Alberta.

Funding source and amount

British Columbia: CAD\$56.4 million (US\$49.61 million) was allocated for two years (Fiscal years (FY) 2009–11). Federal funds were transferred from Canada's Economic Action Plan and were allocated through the Canada-British Columbia Labour Market Agreement (LMA).

Time frame: 2009 – 2011.

Although the majority of projects were on track to be completed by 31 March 2011, the Canadian Government has approved the continuation of delayed projects into the next fiscal year.

Context

Canada's Economic Action Plan allocated a total of CAD\$60 billion (US\$52.78 billion) over a two-year period (2009–2011). Of this amount, CAD\$1.89 billion (US\$1.78 billion) was allocated to training and skills development programmes, which have benefited more than 200,000 Canadians annually. The STTF has received CAD\$500 million (US\$439.89 million), an amount which represents less than 1 per cent of the total recovery plan.

British Columbia received a total of CAD\$66 million (US\$62.49 million) for labour market programmes for non-employment insurance-eligible jobseekers and low-skilled workers. This amount represents 13.2 per cent of the national STTF allocation. British Columbia had the fifth largest contraction in real GDP in 2009 compared with other provinces.

Key features of training programme

- The STTF strengthens existing training programmes to extend support services to low-skilled individuals affected by the economic downturn. It extends eligibility to all unemployed individuals and low-skilled workers impacted by the economic downturn, regardless of whether or not they are entitled to employment insurance (EI);
- The additional funds are transferred from the national to provincial level through the existing multi-year Labour Market Agreement that defines the priorities for the province. For British Columbia, seven STTF initiatives were funded:
 - *Asia Pacific Gateway Skills Table Funding* to support implementation of the pilot projects;
 - *BC Employment Programme* to help income assistance clients to increase job and life skills and enhance employability so participants become employed and independent;
 - *BC Technology Industry Association Funding* to support the up-skilling, training and development of entrepreneurial and management capabilities;
 - *Economic Recovery Training Pilot Programme (RTPP)* provides financial assistance for skills training;

- *Job Opportunities Programme Funding* to create short-term resource management job opportunities for unemployed resource industry workers;
- *Women's Mentorship Programme* provides mentorship to assist women to enter or re-enter the workforce;
- *Workplace Training for Innovation Programme (WTIP)* provides small businesses and not-for-profit organizations with funding for employee training.
- Upon successful completion of the training programmes, participants receive a certificate or credential which opens up opportunities to continue career paths and improve job prospects.

Results

The seven STTF initiatives served a total of 12,329 participants in 2009/10. This figure does not include those who will conclude training during the current fiscal year 2010/11.

Two of the STTF initiatives accounted for the highest number of participants: the RTPP constituted 71 per cent and the WTIP 21 per cent. Both programmes were implemented almost entirely in Vancouver Island/Coast (97 per cent) and Thompson/Okanagan (2 per cent) where the majority of training providers is located.

A large percentage of programme participants were youth and women. Services were also targeted towards members of other groups with barriers to employment: immigrants, aboriginal Canadians, older workers and persons with disabilities.

The programme achieved high rates of successful completion and participant satisfaction. The table below provides an overview on the results of the survey.

Table 3. Three month outcomes survey results

Outcomes	2009 - 10
Number of participants	992
Survey response rate	43%
Programme completion rate	97%
Certification or credential received	49%
Employment rate	68%
Self-employment rate (of those employed)	16%
Unemployed	28%
In school or other employment programme	8%
Not in labour force	4%
Post-programme wage \$24.24	V.S. pre-programme \$24.97
Participant satisfaction	95%
Participant rates training as relevant	93%

Source: Canada/British Columbia Labour Market Agreement and Strategic Training and Transition Fund three month participant outcomes survey, 2009–10 Program Year Report.

Lessons learned/good practices

From Alberta (based upon the discussion with the Department of Employment and Immigration managers):

- Early signs of changes in the global economy must be heeded. In future, better indicators of economic slowdown to enhance early predictability might be developed. It could also be useful to establish a Rapid Response Team to enhance communication and coordination of programme and service responses;
- There is also a need to balance longer-term labour force development goals with shorter-term labour force needs during economic downturns;
- It is important to understand the impact of policies under different labour market circumstances for various client groups, training providers and provincial government. It may be necessary to make temporary policy adjustments when labour market conditions change quickly. For example, it might be beneficial to adjust training regulations to allow for the separation of training benefits from income support. There were situations where unemployment insurance recipients could not qualify for training activities;
- Demand for career services was very high. Providers of these services must have the capacity to handle the increased workload. Staffing increases should be considered as and when needed to maintain service levels and accommodate staff turnover or absence due to stress;
- Aboriginal workers, youth and immigrants are particularly vulnerable to job loss when there is a downturn in the economy. Better strategies are needed to assist members of these groups to navigate through government support programmes and services more effectively. In addition, efforts need to be made so that members of these groups have the necessary access to foundational skills, such as literacy and essential skills to better position them for periods of economic slowdown;
- Central to the ability of the Alberta Government to rapidly expand services was an extensive network of Alberta Works and Labour Market Information Centres and strong working relationships with training providers, industry organizations, community serving agencies, other government departments and other levels of government. Also critical to the response were pre-existing federal-provincial agreements such as the Canada-Alberta Labour Market and Labour Market Development Agreements and the availability of labour market information and pre-existing labour market strategies;
- There is a need to continue to work on employment and training strategies that support workers to remain in the workplace i.e. Employer Sponsored Training Initiatives, Workplace Essential Skills Training, Skills Broker Model, literacy training, etc. There is also a need for greater collaboration in the future to incorporate training into the short-time work scheme (which is managed by the federal government);

- It is necessary to adapt performance expectations for programmes that might need to be reviewed when labour market conditions change dramatically;
- Care must be taken in implementing new systems (such as IT) if there has been a significant change in the environment in which they are being introduced;
- Demand for training will increase when there is a downturn in the economy. Rather than pulling back on funding for training during recessions, the province should increase its investment in training as a counter cyclical response. In order to deal with financing, it might be useful to establish a training trust or sustainability fund;
- When labour market conditions change rapidly, communication and policy coordination between the federal government and provincial and territorial governments is critical. Strong relationships with industry, employers, training providers and contractors are also very important because they provide valuable intelligence about changing conditions and client needs. They also provide a valuable foundation for identifying and implementing solutions to meet increased demands.

Type of assessment conducted

In addition to regular programme performance reporting in British Columbia, a Three Month Participant Outcomes Survey was conducted. Programme participants are surveyed three and 12 months after they leave the intervention. The survey is designed to measure: i) the post-programme employment status of participants; and ii) participant satisfaction with the quality and relevance of the intervention.

In Alberta, in addition to regular programme performance reporting, a study on the response of the Department of Employment and Immigration to the slowing economy was commissioned.

References/sources of information

- Interviews with the following programme managers in the Province of Alberta:
 - Mr. Mason Tate, Senior Manager for Strategic Policy, Workforce Supports Division, Department of Employment and Immigration;
 - Ms. Pat Firminger, Senior Manager, Regional Support Services, Department of Employment and Immigration.
- Province of British Columbia. 2010. Canada/British Columbia Labour Market Agreement and Strategic Training and Transition Fund, 3 Month Participant Outcomes Survey 2009/10 Program Year Report, (British Columbia). Available at: http://www.aved.gov.bc.ca/labourmarketagreement/docs/CanBC_LMA_OutcomeSurvey_0910.pdf (Accessed 17 June 2011)
- Province of British Columbia. 2010. Performance Outcome Report 2009/10: Canada/British Columbia Labour Market Agreement and Strategic Training and Transition *Fund*. Province of British Columbia. Available at:

3. Pangalong Gloria Scholarships - Philippines

Implementing agency

Training and Employment Skills Authority (TESDA).

Funding source and amount

Philippines peso (PHP) 5.66 billion (US\$137.34 million) in 2009 from the Economic Resiliency Plan (ERP).

Time frame: Ongoing from 2006.

Context

From a growth rate of 7.1 per cent in 2007, GDP growth declined to 3.8 per cent in 2008 and to 0.9 per cent in 2009. According to the Department of Labor and Employment (DOLE) reports, the manufacturing sector, and particularly the electronics subsector, was the most seriously affected, accounting for 69.4 per cent of total displacements. More than half (56.5 per cent) of locally displaced workers were concentrated in the region where the export processing zones are located and where the semiconductor manufacturing industry, which is the hardest hit of all the export industries, is located.

There was a noticeable increase in labour force participation between 2008 and 2009, in contrast to a downward trend in the labour force participation rate in the years immediately preceding the crisis. The rising rates were driven by increasing participation of women in the workforce, as well as by 15–29 year-old workers and 55–64 year-old workers. This can be attributed to the added worker effect wherein, during periods of crisis and economic downturn, when men, who are usually the chief means of family support, lose their jobs and other members, women and youth, compensate by entering the workforce.

To offset the impact of the crisis, the Philippine Government developed the ERP, funded at PHP330 billion (US\$6.91 billion). It emphasizes job creation and gives top priority to easy-to-implement projects such as repair and rehabilitation of roads, hospitals, bridges, irrigation facilities and school and government buildings. It also involves other policy measures such as tax cuts, public/private partnerships, and increases in compulsory social and health insurance.

The ERP's social protection programme expansion included the PGS. The allocation for TESDA increased by PHP2 billion (US\$6.91 billion), to help equip more Filipinos with skills for income generation. Launched in May 2006, with PHP0.55 billion (US\$10.70 million), PHP0.51 billion (US\$11.06 million), in 2007, PHP1.35 billion (US\$30.41 million), in 2008 and PHP5.66 billion (US\$117.34 million) in 2009 or a total of PHP8.07 billion (US\$157.05 million) for the 2006–

2009 period, the PGS has evolved as a major strategic programme of the ERP of the Philippine Government.

Key features of training programme

- The PGS was one of the major programmes being implemented by TESDA to provide the training interventions and employment opportunities for domestic and overseas Filipino workers affected by the global financial crisis. It is a financing scheme to fund TVET directly linked towards specific job demands. The TVET scholarship programme has been used as an effective strategy and incentive to direct training where jobs are available;
- In addition to the actual training instruction, the PGS provides a training support facility (TSF) of PHP60 per day. The TSF is a critical component of the PGS to ensure trainees have funds for transportation and food. It also promotes high classroom attendance. For displaced workers, locally or overseas, affected by the global financial crisis, the PGS is providing the Income Support Fund (ISF) equivalent to half of the minimum wage per day.

Results

Table 4. Programme results for 2008

Programme	Results (percentage)
Employment rate	44.5%
Permanent jobs	41.6%
Short term or seasonal jobs	39.5%
Work for different employers on daily or weekly basis	3.7%
Wage and salary workers	80.4%
Self-employed	15.1%
Unpaid family workers	0.9%
Working within their provinces	66.9%
Working outside the province but within the region	9.0%
Working locally but outside their region posted	15.2%
Working overseas	6.9%

Source: Technical Education and Skills Development Authority (TESDA), 2010. *2008 Impact Evaluation Study of TVET Programs* (Manila).

The impact of this programme on the employability of TVET graduates is reflected in the higher employment rates in selected qualifications. For instance, while the employment rate in the Information and Communications Technology (ICT) sector of 43.7 per cent is lower than the national average, it is worth noting that the employment rate for contact centre agents, which has been largely supported by the government through the PGS programme, registered a higher rate of 50.3 per cent.

The TESDA also requires all graduates of the PGS programme to undergo mandatory competency assessment. Their performance also leads to decisions on the certification of training providers.

More recently, in May 2011, it was reported that TESDA had not paid approximately PHP1 billion owed to training providers with whom it had contracted

training services under the PGS programme. The government admitted that no appropriation had been set aside for this expenditure by the previous administration (Carino, 2011).

Lessons learned/good practices

Employment rates have dropped since the onset of the financial crisis. Improvements in skills training being implemented, however, are consistent with ongoing system reform. These improvements include:

- developing better labour market information;
- providing training incentives to programmes that develop critical skills in demand in the labour market;
- developing and implementing measures that will further improve and strengthen linkages and partnerships with industry and the business sector;
- providing additional scholarships in critical and emerging skills;
- improving the system of targeting and selection of TVET clients, particularly those who will be recipients of scholarship grants, in order to make more efficient and effective the allocation and utilization of scarce TVET resources;
- intensifying support services for TVET graduates such as career profiling and career coaching;
- strengthening the job referral/placement assistance services of the TVET institutions through the Blue Desks, linkages with industry, Public Employment Service Offices (PESO) and job boards, among others;
- monitoring compliance of the TVET providers and the field offices with the policy on mandatory assessment of graduates of programmes;
- providing assistance and incentives to TVET providers in upgrading the quality of programmes offered;
- conducting regular monitoring and compliance audits of TVET programmes;
- advocating for sustainable sources of TVET financing to meet the increasing demand for TVET provision to respond to the critical skills requirements of industry.

Type of assessment conducted

An on-line, real-time data monitoring system has been implemented.

A 60 per cent employment rate within a year of graduation is established as the standard. Training providers, who do not reach this rate for at least three training cycles, are removed from the scholarships allocation.

References/sources of information

Carino, J. 2011. P1B Unpaid Gloria Scholarships Haunt TESDA, reported in ABN-CBS News, Manila , May 4, 2011. Available at: <http://www.abs-cbnnews.com/nation/05/04/11/p1b-unpaid-gloria-scholarships-haunt-tesda>

Taganas, I. 2009. *Implementing Public TVET Programs in the Midst of the Financial Crisis: HRD Policies in Collaboration with Employment Security*, presentation at APEC Forum on Human Resources Development, November 18-20. Available at: <http://www.apecknowledgebank.org/file.aspx?id=2280>

Technical Education and Skills Development Authority (TESDA). 2010. *2008 Impact Evaluation Study of TVET Programs*, (Manila).

4. Individual Training Accounts (ITAs) - Republic of Korea

Implementing agency

Ministry of Labour and Employment.

Funding source and amount

KRW73.87 billion (US\$58.07 million) (2009).

Time frame: Programme established in 2008.

Context

In 2009, 9.0 per cent of the government's crisis response initiatives were devoted to skills development. Much greater shares went to direct job creation (32.5 per cent) and unemployment support (35.7 per cent).

Key features of training programme

- ITAs were introduced in 2008 to promote client-centred and market-friendly training practices;
- Under the ITA, an unemployed person is offered a certain amount of funding within which they are free to choose vocational training courses and providers. Participants then have their individual training histories recorded for integrated management;
- Eligible participants are unemployed jobseekers who have poor employment skills, want to receive vocational training and are found to be in need of it as a result of counselling at a job centre;
- The subsidy is valid for one year from the date of opening the account, with a maximum amount of KRW2 million per person, with 20 per cent of the training expense contribution paid by the beneficiary themselves. Economically disadvantaged individuals are exempt from the 20 per cent payment and may be subsidized in excess of 2 million won.

Results

The programme was established in 2008. By 2010, it was operating nationwide and accounted for approximately 70 per cent of the training budget for the unemployed.

In 2009, KRW57.02 billion (US\$44.83 million) of the total budget of KRW73.87 billion (US\$58.07 million) was spent, while 87,215 persons, much more than the originally planned 46,580, benefited from the programme.

Lessons learned/good practices

- standards for the selection of trainees, who are really seeking employment, need to be strengthened. This would include restricting the programme to those who are unemployed and preferably to those who have been unemployed at least three to six months after registering for employment;
- limit the size of training accounts and restrict access to courses to reduce the incidence of “training shopping”; this term refers to a casual sampling of various courses;
- in order to promote the idea that training is their right, a lifetime limit on training costs could be imposed, rather than leaving it open-ended;
- minimum standards for the counselling of trainees need to be implemented, and the weight of employment performance and trainee counselling needs to be increased in the evaluation of training institutions;
- management of training records for training accounts should be improved in such a way that they can be used for résumé development, information transfers to foreign countries, etc.;
- training courses for training accounts should be planned in response to labour market demand;
- the capabilities of both public and private institutions to conduct quality training must be evaluated in order to stimulate the broader education and training market;
- increasing the share of costs borne by trainees may serve to increase the quality of training in institutions rated poorly by the government;
- restrict access to training account resources to those training institutions that meet certain evaluation ratings;
- more decentralized evaluation, linked to the operation of local employment centres, should be implemented for training financed by training accounts;
- the employment rate and employment retention rate of trainees should be included in the assessment of training courses for training accounts;
- the motivation of training institutions to maintain quality management systems needs to be promoted;
- there should be an investigation of the introduction of training accreditation as a way to improve the assessment of training courses for training accounts.

Type of assessment conducted

Evaluation methods employed included: i) an analysis of Ministry of Employment and Labour statistical data; ii) review of German and US methods for evaluation of training courses and institutions; iii) conduct of professional conferences with Ministry of Labour Job Centre and training institution staff and experts; and iv) interviews with providers in training institutions.

References/sources of information

Ko, H.; Park, C.; Chung, J. 2010. *Measures to Improve Skills Development Accounts*, (Seoul, Korea Research Institute for Vocational Education and Training-KRIVET).

Korea Ministry of Employment and Labour, 2011. 2010 Employment and Labour Policy, Ministry of Employment and Labour, (Seoul).

5. American Recovery and Reinvestment Act (ARRA) - USA

Implementing agency

US Department of Labor and State Departments of Labor.

Funding source and amount

The ARRA of 2009 provided additional funds to:

- Workforce Investment Act (WIA)
 - Adult programme: \$0.5 billion
 - WIA Youth programme: \$1.2 billion
 - WIA-Dislocated Worker programme: \$1.25 billion

Time frame: February 2009 to 30 June 2011.

Context

The US led the world into the economic crisis. With the exception of one quarter, the country experienced negative economic growth from December 2007 until the third quarter of 2009. The effect on unemployment was dramatic. From an unemployment rate below 5 per cent in the years before the crisis, it rose to 10.1 per cent in October, 2009. Job growth resumed, but at a modest rate, from November 2009. Recovery since then has been modest, with a definite slowdown in the summer of 2011. As of August 2011, the unemployment rate remained at 9.1 per cent.

Key features of training programme

The WIA of 1998 is the main job retraining programme in the US. Clients are typically low-skill workers, and important target groups include youth and dislocated workers as well as the unemployed. Specialized programmes also exist for the disabled, veterans and workers who lost jobs due to international trade.

The ARRA of 2009 supplemented the funding for federal WIA workforce programmes, relying on the existing programme infrastructure. Using this infrastructure, the federal government provides most of the financial support, but state and sub-state entities make most of the decisions in providing training services, and may also provide financial support.

In addition, the ARRA legislation included provisions to encourage increased use of Pell Grants (financial aid for tertiary education) for suitable training, allowable for unemployment compensation recipients

Previously, the Green Jobs Act in 2007 had been enacted with the objective of creating three million new jobs in energy efficiency and renewable energy installations. It supports on-the-job apprenticeship and training programmes to meet the increasing demand for skilled workers in these green industries (Brusentsev, 2010).

Results

Approximately 3.2 million persons participated in the different job-training initiatives launched both before and under ARRA between May and December of 2009. Enrollments were:

- 2.9 million participants in Wagner-Peyser re-employment services;
- 360,000 participants in youth programmes; and
- 9,000 participants in energy grant-related services.

Of the Youth Recovery Act participants, 62 per cent were in-school youth, 44 per cent were African American, 38 per cent were white, 24 per cent were Latino and 88 per cent were employed in summer programmes (Source 34).

Process evaluation

An evaluation of early implementation of the ARRA activities related to workforce development was carried out for the Department of Labor by the National Association of State Workforce Agencies (NASWA). All states were surveyed and on-site interviews were conducted in 20 states. Overall observations on the implementation of the ARRA funds are noted in the Lessons learned/good practices section that follows. Additional evaluation results are noted here.

- Standards for the selection of trainees, who are really seeking employment, need to be strengthened. This would include restricting the programme to those who are unemployed and preferably to those who have been unemployed at least three to six months after registering for employment;
- Limit the size of training accounts and restrict access to courses to reduce the incidence of “training shopping”; this term refers to a casual sampling of various courses;
- In order to promote the idea that training is their right, a lifetime limit on training costs could be imposed, rather than leaving it open-ended;
- Minimum standards for the counselling of trainees need to be implemented, and the weight of employment performance and trainee counselling needs to be increased in the evaluation of training institutions;
- Management of training records for training accounts should be improved in such a way that they can be used for résumé development, information transfers to foreign countries, etc.;

Promotion of training

Under the Recovery Act, states were expected to use the additional funding to substantially increase the number and proportion of customers who receive training. Training services provided with Recovery Act funds included occupational skills classroom training, on-the-job training (OJT), programmes that combine workplace training and related instruction, including registered apprenticeship, training programmes operated by the private sector, skills upgrade and retraining, entrepreneurship training, job-readiness training, adult education and literacy training and customized training. These funds were also used to support adult basic education (ABE) training, including English as a second language (ESL) training.

- About one-half of the states reported having dedicated a certain percentage of WIA Recovery Act funds for training;
- Nearly three-quarters of the states reported substantial increases (greater than 10 per cent) in the number of customers enrolled in training through the WIA Adult and WIA Dislocated Worker programmes;
- Obligating funding to support training activities was generally not an issue or challenge for most workforce areas, as many One-Stop Career Centres were overwhelmed with customers, who were both interested in and met requirements for, training assistance. A few state agencies indicated that expenditure of Recovery Act funding on training lagged in some local workforce areas (mostly for the WIA Dislocated Workers programme) because:
 - some unemployed workers were primarily interested in finding work and were reluctant (at least until their UI benefits were exhausted) to enter training;
 - there were waiting lists (sometimes lengthy ones, especially for training for certain occupations in health careers) that made it difficult to get some individuals into occupational training that related to their interests; and
 - faced with very high customer volume in One-Stop Career Centers, some One-Stops lacked staffing and resources to provide the assessment and other intensive services required prior to approval of training.

Type of training provided

Survey results indicated states used Recovery Act funds to provide the following types of training under the WIA Adult programme (with similar percentages reported for the WIA Dislocated Worker programme):

- ITAs (95 per cent of states);
- Contracts with community or technical colleges (69 per cent);
- on-the-job training (67 per cent);
- registered apprenticeships (49 per cent);
- contracts with community-based organizations (31 per cent);
- customized training (31 per cent); and
- contracts with four-year institutions (15 per cent).

States indicated that Recovery Act funding was being used in most instances to support the same types of training – particularly ITAs for classroom training – at similar training institutions (off the state’s eligible list of providers) as were being used under the regular (formula) WIA Adult and Dislocated Worker programmes. However, some states were using Recovery Act funds to emphasize (and expand) use of certain types of training, including OJT and customized training.

Targeting of low income individuals

Under the Recovery Act, WIA Adult funds were to be reserved for services to recipients of public assistance and other low-income individuals. The survey found that the vast majority of states reported that recipients of public assistance and other low-income individuals received priority of service for WIA Adult services, including training. This did not constitute a change as low-income individuals have always been the priority under WIA.

Pell grant usage and issues

Under the Recovery Act, One-Stop Career Centers were given the task of encouraging eligible customers to take advantage of the significant increase in Pell Grant funds also included in the Recovery Act. In addition, states were encouraged to liberalize rules for unemployment insurance to allow for greater use of Pell Grants. Forty per cent of the states did so. In some One-Stop Centers, visited as part of this study, community college staff was out-stationed full-time or part-time, which greatly facilitated WIA participants’ application to both the community college and for Pell Grants.

Relationships with institutions of higher education

In general, state and local workforce agencies indicated that relationships with institutions of higher education were well established prior to the Recovery Act. Several states used Recovery Act funding to create customized, class-size training programmes at community colleges or technical schools, which featured more flexible scheduling (i.e., not always tied to a semester or term schedule) and careful tailoring of the curriculum to the needs of employers in high-growth industry sectors. Seattle-King County Workforce Development Council officials noted that the contracted classroom training had been “the most exciting, frustrating, and likely most impactful aspect of the Recovery Act. This was a real change to the system”.

Links to apprenticeship

The federal government also encouraged states and local workforce investment boards to use Recovery Act funding to establish new and to expand existing linkages between WIA and registered apprenticeship programmes. Results were that the availability of Recovery Act funding had little or no effect in terms of fostering new linkages between WIA and registered apprenticeship programmes. This may have been attributable to steep declines in employment in the construction sector which accounts for an important share of apprenticeship opportunities.

Lessons learned/good practices

The following are the overall observations on the operation of the training activities under the ARRA funding:

- all states surveyed worked within existing organizational structures and the temporary nature of additional funding discouraged them from adding permanent staff – staff hired was largely temporary. There were delays in some states due to state or local hiring freezes. When Recovery Act funds are exhausted, states expect to revert to prior service levels;
- some state and local agencies noted that priority to spend WIA funds on training reduced flexibility to use funds to staff assessment and information services needed before individuals could enter training;
- all states encouraged local areas to increase resources devoted to training. In addition, the Recovery Act increased funding for Pell Grants, a Department of Education programme to provide financial aid to assist low-income persons eligible to attend higher education institutions;
- the Recovery Act encouraged states to contract for group training, and one-third of states did so;
- a number of states in the study made use of the Recovery Act funds to improve their labour market information systems and management information systems. State and local areas were particularly interested in green jobs, and many had received additional funds targeted to promote them;
- in the first six to 12 months of programme delivery, main accomplishments noted by state and local administrators included:
 - moving quickly to implement new provisions of legislation;
 - establishing a summer youth programme on short notice;
 - increasing system capacity to serve more customers;
 - improving partnerships with unemployment insurance;
- administrators and educational institutions:
 - there were concerns about the need to unwind all the staff and programme increases when the funding was reduced again.

Type of assessment conducted

Two rounds of site visits to 20 states, and two local areas within each state, were conducted to interview programme administrators. The first interviews were conducted between December 2009 and August 2010, and were carried out by several research institutions working under a unified direction. This work complements a review of national programme administration data and several surveys of state workforce development administrators carried out by the NASWA.

References/sources of information

Interviews with:

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- Pawasarat, J. Division Administrator, and Mr. Gary Denis, Deputy Division Administrator, Wisconsin Department of Workforce Development.

6. Training aspect of short time work programme (Kurzarbeit) - Germany

Implementing agency

Federal Agency for Labour - Bundesagentur für Arbeit.

Funding source and amount

€150 million (US\$209.1 million) for training costs; European Social Fund and Bundesagentur Budget. Does not include the €5 billion (US\$6.97 billion) for unemployment insurance and social security payments made in 2009.

Time frame: May–December 2009 for training funding noted above.

Context

The 2009 unemployment rate of 7.5 per cent was only 0.2 per cent above that of 2008, which was well below the 2005 rate of 10.5 per cent. Labour market adjustment largely occurred through a reduction of working hours in all sectors of the economy. It was particularly the case in manufacturing, where there was a 4 per cent decrease in working hours between the first quarter of 2008 and the third quarter of 2009. Extensive use of working time schemes was made to support the reductions in hours.

Stimulus measures taken by the government totalled approximately 4 per cent of the 2008 GDP. The package was the tenth largest in the OECD, by percentage of GDP. Labour market measures were estimated to be 6 per cent of the stimulus package, and 40 per cent of those measures were related to short-time work schemes.

The short-time working scheme was first introduced in 1910 to support the mining industry, and was used extensively during the reunification period to support restructuring. In the spring of 2009, the government, as an anti-crisis measure, eased access to the scheme significantly and provided additional incentives to use it and to promote the provision of training for workers during their reduced working hours.

Key features of training programme

Fundamentally, if a worker spends 50 per cent or more of the reduced working hours in training, employers could receive a reimbursement of 100 per cent of their social security contributions for the hours not worked (instead of a 50 per cent reimbursement if workers do not undergo training).

Basic short-time work programme pre-crisis:

- a company was eligible to use the scheme if at least one-third of its workforce was affected by a reduction in working hours and if workers' pay declined by more than 10 per cent;
- the social security contributions for the reduced hours must be borne by the company alone (i.e. both employers' and employees' contributions);
- maximum participation in the scheme was six months.

Changes adopted in response to the recession included:

- dropping the one-third requirement, making it more workable for SMEs;
- reducing to 50 per cent the social security contributions that have to be assumed by the company (the other half is paid by the Federal Agency for Labour);
- to stimulate training during reduced hours, the social security contributions are assumed fully by the Federal Agency for Labour if at least 50 per cent of the reduced hours are used for qualification or training; and
- maximum participation was temporarily prolonged to 12 months by decree.

In the summer of 2009, the incentive was further altered so that companies would get their social security contributions reimbursed from the seventh month of participation in the scheme irrespective of people getting trained.

All of these training opportunities needed to be in programmes certified by the German certification body. Company training needed to meet company needs, but also needed to be useful for the general labour market in order to qualify for reimbursement. (For example, training employees for a new production or assembly line does not qualify).

In addition, funding for other training subsidies was made available. Funds from the Federal Labour Agency regular budget were available for the training of non-qualified, low-qualified or older workers. Qualified persons in small or medium-sized companies could be trained further via the European Social Fund (ESF) programme.

Results

The demand for this measure was lower than expected. Of the €150 million (US\$209.1 million) available in 2009 only €35 million (US\$48.8 million) was used. This amount, however, only represented the costs for the training measures, not the costs for the reimbursement of social security contributions (ILO, 2011).

There are currently no evaluations or statistics available for the number of people trained during the short-time working periods. The following estimates have been made by the Federal Agency for Labour based upon the social security contributions paid in relation to the total amount of short-time working benefits and from the subsidies for training programmes:

- in 2009, it was estimated that only 8.6 per cent of reduced working hours were used for training;
- In 2010, it was estimated that 21 per cent of reduced working hours were used for training.

As of mid-2011, participation in short-time work declined to pre-crisis levels.

Lessons learned/good practices

Based upon the Federal Agency for Labour estimates from 2009, agency staff suggested that the idea of training during reduced working hours was good, but not very practical. The difficulties included:

- the short-time working scheme works in stages. First, a company applies and the application is reviewed by the Federal Agency for Labour. If approved, the company presents monthly bills for the reduced working hours. This arrangement gave companies greater flexibility to respond to variations in business. Training courses, however, normally run on a fixed schedule and this can reduce flexibility in assigning work to staff when increased demand arises. The desire of companies to preserve flexibility may have discouraged the organization of training;
- it was difficult for training providers to quickly design courses and have them certified. A simplification of the application process proved to be an effective programme modification;
- with the drop of the one-third requirement (mentioned above) the scheme was indeed very attractive for SMEs. But, smaller enterprises could not cope easily with the requirements for accessing ESF funds;
- the 2009 summer change regarding social security contributions, counteracted the policy established previously;
- based upon a small case study in the local Federal Labour Agency in Nuremburg, there was a large turnover of workers enrolled in the scheme. Though most of the companies were in the scheme for a longer time, they changed the employees participating; at least 40 per cent of employees were in it for only one month. The short duration of worker participation and high turnover might also help to explain why more people were not trained during short-time work.

According to another small case study of training provided during the recession through short-time work, and other German training programmes for employed workers, the effectiveness of the programmes was linked to the degree of cooperation among management, works councils, unions, the public employment service and training organizations (ILO, 2010).

While effective, the short-time work programme is an expensive one. The entire €17 billion (US\$23.7 billion) employer-employee contribution fund (for unemployment insurance) that had been accumulated over several years has been depleted during the crisis.

The rules for short-time working will revert to those in effect before the recession, in March 2012.

Type of assessment conducted

Administrative review by programme management, based upon financial records and programme management information.

References/sources of information

ILO. 2010. *G20 Country Briefs: Germany*, (Geneva).

ILO. 2011. *ILO Survey on National Responses to the Economic Crisis* (Geneva, unpublished).

Schnitzler, M. (Bereichsleiter Leistung), Zentrale der Bundesagentur für Arbeit, Nürnberg.

7. The Training Layoff Scheme (TLS) - South Africa

Implementing agency

South African Department of Labour in partnership with the Commission for Conciliation, Mediation and Arbitration (CCMA), the Sector Education and Training Authorities (SETAs) and the National Skills Fund (NSF).

Funding source and amount

ZAR2.9 billion (US\$106.84 million) (2009/2010 financial year). A sum of ZAR2.4 million (US\$284,908) was drawn from the Unemployment Insurance Fund (UIF) and the NSF to pay allowances to workers on special training schemes. A further ZAR500 million (US\$59.35 million) was specifically earmarked by the SETAs to pay for the costs of funding the training offered under the scheme.

Time frame: September 2009 to present.

Context

Funding for the Economic Stimulus Package of South Africa exceeded ZAR39 billion (US\$4.62 billion), which represented 1.2 per cent of the GDP of 2009. It came into effect in January 2009 under the name of *Framework for South Africa's Response to the International Economic Crisis*. The Framework has received support from key social partners and international organizations.

As part of this package a special National Jobs Initiative and a TLS were launched. The TLS represented 7.38 per cent of the total stimulus package.

Key features of training programme

The TLS was designed to minimize job losses and facilitate retraining of workers in companies considering retrenchment as a consequence of the economic recession. The purpose was to improve workers' skills and employability during a temporary suspension of work and to position employers and workers to take advantage of the next economic upturn. Assistance was concentrated on workers who are at risk of being made redundant and who earn no more than ZAR180,000 (US\$21,368) per annum.

Participation in this scheme is voluntary and established through a training layoff agreement arranged and overseen by the CCMA or through bilateral agreements between workers and employers. The minimum duration of the scheme is four weeks and maximum duration is three months. During this period, the employment contracts remain in place and workers receive a training grant funded by the NSF instead of their regular salary. The training grant is calculated at 50 per cent of the worker's basic salary. The employer pays full contributions to a basic social security package during the temporary suspension of work.

The SETAs absorbed the cost of the training and assist the employers in selecting the delivery method and content of the courses. Training options include: apprenticeships and learnerships; skills programmes of shorter duration, generic workplace skills, adult basic education and training courses; and basic IT skills.

It was also possible to combine the training layoff with short-time work arrangements during the period of training.

Results

The following explanations were given for the low participation rate in the scheme (7,246 as of January 2011) in comparison to the more than 1 million jobs that have been lost:

- the scheme was implemented too late. After planning and piloting, the programme was not implemented until January, 2010;
- many of those laid off were low-skilled, young, short-term contract staff, for whom the Scheme is not designed to assist.

Lessons learned/good practices

The following are conclusions reached on the relatively low participation in the TLS:

- the scheme was implemented too late. After planning and piloting, the programme was not implemented until January, 2010;
- stakeholders underestimated the work necessary to establish this new programme. In particular, there was a lack of understanding of what the role and responsibilities of the government would be;

- there were overlapping and unclear mandates for several government agencies regarding the management of the TLS that created substantial political blockages;
- the TLS programme design was quite complex and was not well understood by the various entities charged with an implementation role;
- there were staff capacity constraints on the CCMA and the SETAs.
- regarding training, at the time the TLS was implemented, there were no training programmes in place for a three-month period. Training that had been designed for longer periods had to be revised or new programmes developed, which also delayed implementation;
- after initial announcement of the programme, there was no well-organized information sharing strategy to inform employers, workers and others about its operation;
- the criteria for programme participation were seen as limiting and difficult to administer. In particular, it was difficult to document the link to the global economic crisis and the extent of economic distress;
- an early warning system regarding labour conciliation activities would have been helpful;
- there was a need to better target the TLS to specific economic sectors. For example, the Scheme was not practical for the mining or retail sectors;
- the following reasons for employer reluctance to participate should be reviewed and adjustments made as appropriate:
 - burden of making social benefit contributions;
 - three-month time frame is too short;
 - programme administration is unreliable, slow and administratively burdensome;
 - employees trained might leave to work for another employer.
- the following reasons for worker/trainee reluctance to participate should be reviewed and adjustments made as appropriate:
 - the allowance of 50 per cent is insufficient;
 - the loss of a severance package is feared;
 - there is a lack of trust in the programme benefits being made available.
- considering the weak participation of small employers in the TLS, efforts should be made to review barriers that prevent their participation;
- there were substantial delays in processing TLS agreements. The ideal time frame was established at seven days, but the actual average time frame was two months;
- there is a need to place the TLS within a broader framework of support to deal with job loss and business distress.

Recommendations for improvement include:

- recognizing that the Scheme was a product of social dialogue, acknowledge that social dialogue is no substitute for sound programme administration;
- recognize that there was no institutional capacity to implement the programme when it was created;

- establish realistic performance indicators and target sectors at the outset;
- streamline the application decision-making process, the funding procedure and the criteria for determining company eligibility;
- clarify the roles of the government departments involved and build the institutional capacity in both the CCMA and the SETAs to manage this programme;
- improve the public information on the programme, both for employers and workers;
- consider waiving the payment of required UIF benefits for both employers and workers;
- guarantee severance pay to workers if a business retrenches;
- devise methods to review and monitor the quality of the training provided and provide incentives to improve the quality.

Type of assessment conducted

Literature review, review of administrative documents and semi-structured interviews.

References/sources of information

Roskam, A.; Howard, N. 2010. *Review of the Training Layoff Scheme*, Employment Training Programme, (Pretoria, unpublished).

8. ProAct Short Time Working Scheme - United Kingdom (Wales)

Implementing agency

Department of Children, Education, Lifelong Learning and Skills (DCELLS).

Funding source and amount

GBP 48 million (US\$75.13 million) from the European Structural Fund and DCELLS budget.

Time frame: January 2009 to June 2010.

Context

In Wales, the unemployment rate rose from 5.6 per cent in December 2007 to 7.7 per cent in December 2009. The sectors of manufacturing, agriculture, distribution, retail, hotels and financial services were the most severely affected.

In December 2008, the Welsh Assembly Government announced a package of £1 billion (US\$1.56 billion) to address the economic crisis. The package included:

- increasing the level of existing training subsidies for SMEs;
- increasing funding by 50 per cent for the Redundancy Action Scheme, an existing programme to retrain redundant workers and assist businesses that are downsizing or recruiting staff;
- providing funding for employees put on short-time working;
- providing commercial funding to SMEs; and
- providing tax relief to businesses and professional advice to businesses in debt and financial distress.

Key features of training programme

Key features of the ProAct Short-time working scheme included:

- the programme was designed to support any private business facing current difficulties, but which is economically viable in the longer term, based upon a business case plan which is submitted;
- training can be taken as a block or can be spread out over a period of one year. The maximum amount of the training support is £2,000 (US\$3,130) and £2,000 for the wage subsidy for the employee during training;
- enterprises submit a business case plan, which is reviewed by an expert panel. If approved, the enterprise develops a training plan and a human resource development advisor is appointed. The training can be provided by the company in-house, in further education (FE) colleges or by private providers. The costs are paid directly to the training provider;
- 90 per cent of the subsidized training must be accredited. However, enterprises can use their own staff to deliver courses tailored to the specific needs of their business if internal trainers possess a training qualification.

Results

Table 5. ProAct Short-time working scheme

	Plan: Jan 2009 – July 2011	Actual: as of April 2011
Organizations supported	240	218
Individuals supported	12,000	9,743

Source: European Foundation for the Improvement of Living and Working Conditions. 2010. *Upskilling in the recession – the ProAct short-time working scheme in Wales (UK)*, European Monitoring Centre on Change Case Studies (Dublin).

Almost 90 per cent of the business plans were endorsed by the panels. The majority of the businesses funded were SMEs, reflecting the composition of the Welsh economy and the fact that they were disproportionately affected by the crisis. As of February 2010, 78 per cent of the companies participating were in the automotive, construction and manufacturing sectors.

The average cost of the scheme per job retained was €1,197.50 (US\$1 669) for the wage subsidy and €1,554.90 (US\$2 167) for the cost of training.

It was estimated that, for example, the number of job losses in the motor industry in Wales would have been higher than 5,000 (the most recent figure) without the short-time work subsidized by ProAct.

Lessons learned/good practices

In terms of transferability, it was clear from interviews and available literature that ProAct was the product of an efficient and permanent dialogue between local government, sectoral bodies, trade unions and companies. The parties suggested that the political infrastructure present in Wales was the reason the scheme was designed and implemented so quickly.

The level of funding available under the ProAct scheme meant that only relatively short-time training for lower-level vocational skills could be supported – although ProAct has supported a whole range of skill levels where appropriate, funding the first year of longer courses.

Much of the training delivered through ProAct appears to have focused on soft skills and business techniques (detailed information on training delivered is not currently available). It seems that such skills have value in boosting employability within, as well as outside, the company. However, it is too early to assess the extent to which the training received can assist in external transitions in the long run as the majority of beneficiaries currently remained with their company.

While the accreditation of the training funded by ProAct ensured the transferability of skills to other jobs, the nature and duration of the training may lead to certain categories of workers implicitly being excluded from access to training.

The overall availability of suitable training appears not to have been a particular concern. However, it was apparent that private sector providers were better placed to offer flexible and targeted training to companies receiving ProAct funding. Lessons could be learned regarding the availability of modularized content provided by FE colleges and the speed with which they can adapt to company demands.

The length of time taken to approve training plans was highlighted as a difficult issue, as in some cases, this meant that workers had to be made redundant while approval was awaited, leading to further changes being required to applications for funding.

The ProAct scheme appears to lack a monitoring mechanism to ensure that funds allocated for wage subsidies were passed on to employees. In companies with trade union representation, trade unions were involved in negotiations to ensure

replacement rates paid during short-time work reached agreed levels. The same may not be the case in non-unionized companies.

In terms of long-term sustainability, the programme will be continued in the form of a “skills growth initiative” due to the availability of funding from the European Structural Fund and the possibility of diverting remaining resources from ProAct in a flexible way. The new programme, ProAct Skills Growth Wales, focuses on improving productivity and creating jobs. It provides support in the form of training subsidies, but the wage subsidy element is no longer part of the package. The initiative began on 1 April 2010 and will run until July 2012.

During the process of setting up ProAct, there were discussions about whether such a scheme could also be set up at a UK level. The feeling was that this would not be possible due to the scale of the bureaucracy required and the potential for fraud. Wales provides a smaller geographical scale in which to apply such a programme. In addition, the higher level of unionization in Wales than in the rest of the UK could have had an impact. The current availability of short-time work allowances in the different parts of the UK partly depends on political and economic ideology, and on size.

Type of assessment conducted

The information in this study has been collected from programme administrative records and interviews with key stakeholders and participating firms.

An external impact evaluation of ProAct is scheduled to be conducted a year after the completion of the programme.

Reference/source of information

European Foundation for the Improvement of Living and Working Conditions. 2010. *Upskilling in the recession – the ProAct short-time working scheme in Wales (UK)*, European Monitoring Centre on Change Case Studies (Dublin).

9. National Programme for the Promotion of Job Opportunities “Vámos Perú” (former Special Labour Retraining Programme REVALORA) - Peru

Implementing agency

Ministry of Labour and Employment Promotion in coordination with certified training institutions from the private and public sectors.

Funding source and amount

The total amount spent on the programme from May 2009 to June 2011 is Peruvian soles (PEN) 62.39 million (US\$26.46 million)

- 2009: PEN100 million (US\$32.80 million) from the Federal budget;
- 2010: PEN32 million (US\$11.16 million);
- 2011: PEN10 million (US\$57 million).

Time frame

- April 2009 – August 2011: REVALORA Programme;
- September 2011 to present: “Vámos Perú” Programme.

Context

The REVALORA programme was launched as part of the Economic Stimulus Plan put in place by the Peruvian Government in January 2009 to overcome the negative effects of the international economic crisis. The crisis largely affected export industries tied to the agribusiness, textile, forestry, mining, hospitality and manufacturing sectors and was concentrated in cities along the coast. At the same time, employment in the construction and trade and services (in urban areas) was increasing.

Measures for training and retraining executed through REVALORA aimed at limiting job losses by increasing the employability of workers directly affected by the economic downturn started in 2008. The total funding of the programme represented 0.8 per cent of the Economic Stimulus Plan.

Key features of training programme

April 2009 to March 2010

Initially, the programme provided training and other services for workers displaced from employment, workers at risk of being laid-off or whose income had been reduced as a consequence of an economic slowdown, technological changes or sectoral restructuring processes in the country's economic sectors.

Services were also available for enterprises in economic sectors seriously affected by the economic crisis or in process of expansion, including due to public investment.

During this stage, services provided by the programme included:

- job training, retraining, requalification and conversion of skills;
- technical assistance to become self-employed;
- technical assistance to enterprises to support their efforts to retrain staff in order to:
 - avert dismissal of workers;
 - facilitate restructuring plans, and/or
 - expand production.

April 2010 to August 2011

In the second stage, the REVALORA was declared a permanent programme in April 2010. Consequently, the objective of the programme was expanded and focused on increasing the employability of beneficiaries through the following services:

- job training and retraining;
- technical assistance and training for self-employment; and
- certification of labour competencies.

Additionally, the programme's participants were directed to the public employment services for receiving complementary job search support and placement services. Training was free of cost, but no living allowance was provided. Courses were contracted out to external providers through a voucher system and ran for three to six weeks. Priority for services was given to youth and women.

September 2011 to present

In September 2011, the name of the REVALORA programme changed to "Vámos Perú", but its objectives remain the same.

Results

People trained

During the period from May 2009 to June 2011 a total of 55,224 people were served by the programme and 95.6 per cent of them were trained.

Table 6. Number of people trained by REVALORA

Programme Services	2009	Year		Total	
		2010	2011	2009-11	percentage
Training	18,545	31,305	2,963	52,813	95.6
Technical Assistance		Initial stage	-	1,362	2.5
		Second stage	-	195	0.4
Certification of Labour Competencies	-	39	815	854	1.5
Total	18,545	32,706	3,973	55,224	100

Source: 2009-11 Memoria Institucional REVALORA.

Women represented fewer than 40 per cent of the participants (19,487). However, for certain categories of training such as personal care services, textile and clothing, food industry, hospitality and tourism, and leather and shoes, the participation rate for women ran as high as 70 per cent. Men represented 70 per cent of participants in courses such as heavy machinery operation, automotive occupations, metal and mechanical industries, electronics, construction and finishes, and geology and mines.

Nearly 60 per cent of trainees were located in Lima. However, collaborative agreements were established with regional governments that facilitated the implementation of the programme in 15 of 25 departments.

Graduates from the training courses and effective job placement

For the period from May 2009 to June 2011 a total of 52,813 people graduated from the training courses offered by the REVALORA programme; 96.3 per cent of the graduates had attained at least a level of lower secondary education. This facilitated the delivery of training courses and effective job placement.

Table 7. Number of graduates from the training courses offered by REVALORA

Period	Graduates from training placed in a job	
July 2009 – January 2011	17.1	19,875
June 2009 – December 2010	35.4	19,875

Source: 2009-11 Memoria Institucional REVALORA.

For the period July 2009 to January 2011, 17.1 per cent of the training graduates were placed in a job. During this same period, about 30 per cent (17,672) of the participants at risk of being laid-off were in a formal employment after completion of training. However, a higher rate of job placement was found in youth aged 18 to 29 years. Job placements decreased substantially over time due to steep cuts in the programme's budget.

Wages

For the period from August 2009 to December 2010, 53 per cent of the programme's beneficiaries improved their wages after completion of training. Women (58.4 per cent) and youth aged 18 to 29 years (62.2 per cent) benefited the most. For the group of workers at risk of being laid-off, 54 per cent (3,201) of the participants improved their wages after completion of training. In this case, adult men benefited the most from this increase. However, the wages of 20 per cent of participants were reduced after completion of training.

Customer satisfaction

A participant satisfaction survey was carried out on 7,603 participants trained during the period January 2010 to June 2011. Two main indicators were measured:

- the quality of the training services; and
- the relevance of the training to improve the employability of participants. The overall results shown in the table below are clearly positive.

Table 8. Participant satisfaction survey on people trained during the period January 2010 to June 2011

Evaluation	Quality of the training services (percentage)	Relevance of the training to improve the employability of participants (percentage)
Very good	47.8	57.3
Good	46.7	38.9
Regular	4.8	3.6
Not efficient	0.2	0.1
Not answered	0.6	0.2

Source: 2009-11 Memoria Institucional REVALORA.

REVALORA Peru was awarded second place in the United Nations Public Service Awards 2011, Category 2: Improving the delivery of public services.

Lessons learned/good practices

The programme was implemented in a flexible, practical manner that enabled decision-makers and programme administrators to respond to constantly changing conditions in the labour market. The establishment of multi-layered partnerships and collaboration agreements was critical to ensure the sustainability of the programme and to make necessary adjustments when the total budget of REVALORA suffered a considerable reduction in 2011. In addition, an important innovation of the programme was to include the certification of trainees' competencies and the recognition of prior empirical knowledge gained through experience as fundamental components. These features contributed to the incorporation of REVALORA as a permanent programme in April 2010.

Further refinements to the programme are being explored to consolidate results, scale up services to a larger number of sectors and increase efficiency. These include:

- ensuring better targeting and monitoring of beneficiaries in order to measure impact and improve the allocation of funding;
- improving alignment of the programme with the national employment policy to ensure better coordination with other programmes such as the Employment Fund Project and public employment services;
- expanding the network of partnerships and collaboration agreements with regional governments and external providers of training at local level to increase geographical coverage, create economies of scale, reduce costs and enable a high level of services integration;
- better adapting training to the local needs of the labour market through improving methodologies and labour market information for skills anticipation;
- improving the definition of standardized contents and duration of training – in parallel, streamlining procedures for the certification of labour competencies; and
- establishing systematized criteria to select training providers and evaluate their performance.

Type of evaluation conducted

Regular programme monitoring and performance review information was collected and analysed. A customer satisfaction survey of trainees was also conducted.

External evaluation of the REVALORA programme conducted by the International Labour Office (internal document).

References/sources of information

Ministerio de Trabajo y Promoción del Empleo (MTPS). 2011. *2009–2011 Memoria Institucional REVALORA* (Lima).

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10. Green Jobs Programme - USA

Implementing agency

US Department of Labor (DOL)

Funding source and amount

- US\$500 million from the ARRA

Time frame: December 2009 to January 2013.

- April 2009 – August 2011: REVALORA Programme
- September 2011 to present: “Vámos Perú” Programme

Context

The ARRA was enacted in February 2009 to assist those most impacted by the recession. It referred to Section 171(e) (1) (B) of the Workforce Investment Act (WIA) or The Green Jobs Act of 2007, and provided the Department with \$500 million designated for projects that prepare workers for careers in energy efficiency and renewable energy sectors. (See Training Summary for US ARRA for further context).

Key features of training programme

The Employment and Training Administration (ETA) awarded these funds through five different types of competitive grant programmes:

- Energy Training Partnership (ETP);
- State Energy Sector Partnership (SESP);
- Pathways out of Poverty;
- State Labor Market Information (State LMI); and
- Green Capacity.

The ETP, Pathways out of Poverty and SESP are training grants that prepare individuals for careers in energy efficiency and the renewable energy sectors. State LMI grants are to collect, analyse and disseminate labour market information, and to enhance the labour exchange infrastructure for careers within the renewable energy and energy efficiency industries. Green Capacity grants strengthen the grantee's training programme through the purchase of equipment, staff professional development, curriculum development, partnership development, and hiring of additional staff.

The definition the DOL used for green jobs is jobs associated with products and services that use renewable energy resources, reduce pollution and conserve natural resources. Not all green jobs so defined are new or unique occupations. Some green jobs build upon existing occupations.

Results

Of the \$500 million provided, the DOL awarded \$490.1 million as follows:

- \$435.4 million for three training programmes;
- \$48.9 million for labour market information; and
- \$5.8 million to develop capacity for training programmes.

Grantees have reported expenditure of \$162.8 million (33 per cent) of the amounts awarded, with about 73 per cent of the grant time having elapsed. As of 30 June 2011, \$327.3 million remained unspent. Moreover, the rate of training grant expenditure for the most recent period has decreased.

The DOL and the grantees have reported achieving limited performance targets for serving and placing workers. Grantees have reported serving 52,762 (42 per cent) of the targeted 124,893 participants with 61 per cent of training grant periods having elapsed and have reported placing 8,035 participants (10 per cent) into employment

out of the target of 79,854 participants. The rates at which grantees are achieving their performance goals have been increasing. However, with 61 per cent of the training grant periods elapsed and only 10 per cent of participants entered into employment, there is no evidence that grantees will effectively use the funds and deliver targeted employment outcomes by the end of the grant periods.

Of the 52,762 participants served, grantees reported that 20,818 (39 per cent) were individuals who already have jobs and enrolled in training in order to retain their jobs, obtain new work, or otherwise upgrade their skills. In addition, according to interviews conducted early in 2011 with regional officials, grantees have expressed concerns that jobs have not materialized and that job placements have been fewer than expected at this point in the grant programme.

Lessons learned/good practices

The Office of Inspector General (OIG) concluded that the DOL should evaluate the Green Jobs Program and in so doing, obtain an estimate of funds each grantee will realistically spend given the current demand for green job-related skills and the job market for green jobs. Any of the remaining funds determined not to be needed should be recouped as soon as practicable, and to the extent permitted by law, so they can be available for other purposes.

The DOL responded that they disagreed with the OIG's conclusion and expects performance to significantly increase following an initial lag during the standard start-up phase of the grants. The DOL has implemented measures to monitor progress and provide technical assistance to grantees to assist them in meeting outcomes.

Type of evaluation conducted

This review was not a programme evaluation, but a programme audit, where grants were reviewed to determine the period of performance, types of training, milestones and outcomes. The audit covered the \$500 million authorized by the Recovery Act and included grantees' reported data to ETA as of 30 June 2011. These grants were awarded in December 2009 and January 2010, with various grant end dates ranging from November 2010 through January 2013.

Administrative reports were reviewed to determine the status of funds disbursed and the extent of monitoring performed. For training, grants reports were reviewed to obtain reported performance outcomes related to training and job placement of participants. For non-training grants, reports were reviewed to gain an understanding of how grant funds were used. In addition, out of 189 grants, 87 (46 per cent) totalling \$231 million, were selected to review in greater detail. Finally, relevant DOL national and regional personnel were interviewed.

Reference/source of information

U.S. Department of Labor Office of Inspector General. 2011. *Recovery Act: Slow pace placing workers into jobs jeopardizes employment goals of the green jobs program*, Report Number: 18-11-004-03-390 (Washington, D.C., Employment and Training Administration).

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