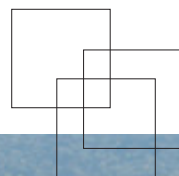




International  
Labour  
Office

# Towards the right to work

**A GUIDEBOOK FOR DESIGNING INNOVATIVE  
PUBLIC EMPLOYMENT PROGRAMMES**



## Guidance note 6-1 Introducing youth employment into PEPs

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# Towards the right to work

A GUIDEBOOK FOR DESIGNING INNOVATIVE PUBLIC EMPLOYMENT PROGRAMMES



## Guidance note 6-1

### Introducing youth employment into PEPs

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## Guidance note 6-1

# Introducing youth employment into PEPs



### Objective

*The objective of this note is to assist policy-makers and practitioners to create decent jobs for young people, both through targeted approaches and by integrating youth employment dimensions into public employment programmes<sup>1</sup>.*

### Introduction

This note begins with some global and regional trends on youth employment, together with their policy implications. These policy implications depend in large part on several key factors:

- How many youth, and how many unemployed youth, are there in relation to the working age population, and to the unemployed at large? What are the regional trends and differences in these global indicators?
- What are the expectations of young people vis-à-vis the labour market?
- What is the degree of segmentation of the young job seekers and those working in the informal economy with respect to their level of education and to the formality or informality of employment?

Youth employment policies and programmes will have to be designed for different categories of youth, i.e. according to their level of educational achievement, whether they are working or expect to work in the formal or informal economies, or whether youth form a major or minor component of the overall labour market. Underpinning this guidance note are two overall facts, which may appear contradictory but reflect the reality of youth employment:

1. this is the most highly educated youth generation ever; and
2. the majority of the world's young people work in the informal economy.

<sup>1</sup> M. Lieuw-Kie-Song; K. Philip; M. Tsukamoto; M. Van Imschoot. *Towards the right to work: Innovations in public employment programmes (IPEP)*, ILO Employment Working Paper No. 69 (Geneva, International Labour Organization, 2011).



The challenge of youth employment policies is to provide a valid response to the high expectations of young people (rather than attempting, as is often the case, to lower these expectations to conform with the ‘realities’ of the labour market) while at the same time developing realistic and operational policies in the face of high levels of youth unemployment, especially, underemployment and precarious employment in the informal economy.

In general, youth form a major segment of the total population except in industrialized countries where the youth cohort is small and shrinking. From a policy perspective, a large youth cohort is often considered a ‘problem’, namely because of the need to find jobs for young people and because of the dangers unemployed youth pose for the security of society. However, a large youth population should not be viewed systematically as a problem: a productively employed generation of young people can be a positive driver for development and innovation. Likewise, industrialized countries cannot be seen as having an advantage if they have a small youth cohort. A productively employed generation of young people will help ensure a healthy pension and social security system for older generations.

Since youth are seen to be a ‘target group’, it is often assumed that policies that promote youth employment are necessarily targeted policies. However, the next section of the note explores how to promote youth employment through both targeted and non-targeted strategies. Furthermore, this section addresses how youth employment can best be integrated not only into public employment programmes, but also into employment guarantee schemes (EGSs).

Employment-intensive investment strategies form a key element of most public employment programmes. Strategies to promote youth employment within PEPs require a sound baseline as well as a system for monitoring the impacts of public investments on youth employment. This section, therefore, proposes different methods for assessing and monitoring youth employment.

The next section of the guidance note addresses different practical measures that can be taken to promote youth employment as well as how best to involve young people as actors, advocates and policy-makers in support of youth employment.

Finally, the note explores and contests the conventional wisdom on youth employment, which usually focuses on entrepreneurship development and training, and on preparing young people for the labour market (primarily through training programmes). While the importance of youth entrepreneurship and training are not being called into question, the missing dimension proposed in this note is that of job creation.

## Nature and dimensions of youth employment

### Differences in youth population indicators in countries at different levels of development

From a purely statistical point of view, the United Nations (UN) defines youth as falling within the 15–24 years of age. However, from policy and programmatic points of view, which is the primary focus of this guidance note, youth, according to local customs and national definitions, may include populations up to 35 years of age. In fact, youth are increasingly extending their education and delaying their entrance into the labour market, with the double result that: (a) this generation of young people is the best educated ever; and (b) youth participation in the labour market is on the decline. With respect to the definition of youth, education and labour force participation, the ILO argues:

More young people are getting an education and staying in education for longer periods of time. Many now remain in education throughout the entire age span of 15 to 24 years. The result: labour force participation rates among this age group are down and inactivity rates are up. The fact that labour force participation rates of persons in the subsequent young adult age band of 25 to 29 years remain unchanged over time supports the argument that the decline in youth labour force participation rates is mainly a passive side-effect of longer education terms, namely the postponing of labour force entry beyond the years which define “youth”. Whereas, a few generations ago, it was common for a person to enter the labour force between the ages of 15 and 24 years, many now do not experience the transition until the age of 25 years or over. If the concern of researchers and policymakers is on assessing the integration of youth into labour markets, there is a strong argument here for expanding the standard definition of youth from 15 to 24 years to 15 to 29 years.<sup>2</sup>

<sup>2</sup> International Labour Organization: *Global employment trends for youth* (Geneva, 2008).

### Box 1. Point for discussion

#### How to define youth from a policy perspective?



“If the concern of researchers and policymakers is on assessing the integration of youth into labour markets, there is a strong argument here for expanding the standard definition of youth from 15 to 24 years to 15 to 29 years.” On the other hand, the ILO’s Youth Employment Programme has argued:

The age we are dealing with is not a purely statistical matter. If youth are characterised and hindered by a lower skills level than adults, and if this, in turn, stems from minimal or no working experience, then the targeted public employment programmes could be explicitly targeted to them. Hence, unless civil unrest causing a broadening of the share of population with no skills and no experience took place, the definition of youth in a programmatic context must be as restrictive as possible.

***How is ‘youth’ defined in your country? Would you argue for an expansive or restrictive definition for youth, and what are the policy implications of your choice?***

Source: International Labour Organization (ILO). 2008. *Global employment trends for youth* (Geneva).

From a policy perspective, it is also important to analyse the size of the youth cohort within the overall working age population. Although the youth share of the working age population is on the decline in all regions of the world except for sub-Saharan Africa and central and south-eastern Europe (non-European Union (EU) member states) and the Commonwealth of Independent States (CIS), the absolute numbers of young people within the working age population is much higher in the least developed regions of the world as the following table indicates.

**Table 1. Youth share of working age population**

|                                               | 1997 | 2006 | 2007 |
|-----------------------------------------------|------|------|------|
| WORLD                                         | 25.8 | 24.9 | 24.7 |
| Developed economies & European Union          | 16.8 | 15.7 | 15.5 |
| Central & south-eastern Europe (non-EU) & CIS | 22.0 | 22.2 | 21.9 |
| South Asia                                    | 30.6 | 29.6 | 29.5 |
| South-East Asia & the Pacific                 | 29.8 | 26.9 | 26.5 |
| East Asia                                     | 22.6 | 21.0 | 20.8 |
| Latin America & the Caribbean                 | 29.3 | 26.2 | 25.8 |
| Middle East                                   | 34.4 | 33.3 | 32.7 |
| North Africa                                  | 33.1 | 31.0 | 30.5 |
| Sub-Saharan Africa                            | 35.7 | 36.1 | 36.1 |

Source: International Labour Organization (ILO). 2008. *Global employment trends for youth* (Geneva).

Those regions with an above-average youth ‘bulge’ within the overall demographics of the working age population are: sub-Saharan Africa (36.1 per cent), the Middle East (32.7 per cent), North Africa (30.5 per cent), South Asia (29.5 per cent), South-East Asia and the Pacific (26.5 per cent), and Latin America and the Caribbean (25.8 per cent).

According to the ILO<sup>3</sup>, youth make up as much as 40.2 per cent of the world’s total unemployed although they make up only 24.7 per cent of the total working-age population (aged 15 and over). The more recent 2010 Global Employment Trends report (see Box 2) argues that:

...similar to women, youth are often in a disadvantaged position in labour markets. Preceding the economic crisis, youth were on average already 2.8 times more likely to be unemployed than adults at the global level, and this ratio showed little change in 2009. On current estimates, the global youth unemployment rate rose by 1.3 percentage points from 12.1 per cent in 2008 to 13.4 per cent in 2009 (with a Confidence Interval – CI – between 12.7 and 14.0 per cent), compared to an increase by 0.7 percentage points for adult workers (from 4.3 per cent to 5.0 per cent, with a CI

<sup>3</sup> Ibid.

between 4.7 and 5.2 per cent). The number of unemployed youth increased by 8.5 million between 2008 and 2009, the largest year-on-year increase in at least ten years, and by more than 10 million since 2007.<sup>4</sup>

At the regional level, similar to the unemployment rate across age groups, the largest jumps in youth unemployment rates between 2008 and 2009 occurred in developed economies and in the European Union, which saw an increase by 4.6 percentage points, in central and south-eastern Europe (non-EU) and CIS by 4.5 percentage points, and in Latin America and the Caribbean by 2.2 percentage points. Although increases were much smaller in the Middle East and North Africa, these two regions continue to show the highest absolute youth unemployment rates.

## Youth participation in the labour market

Globally, youth participation rates have decreased over the last 10 years, with a sudden decrease as a result of the current economic crisis. This can be explained, on the one hand, by youth prolonging their education and hence delaying their entrance into the labour market (as described above) and, on the other hand, by the 'discouraged worker effect' whereby the current crisis is discouraging young people from actively seeking work. However, the current crisis, particularly in least developed areas of the world, is having a countervailing impact on youth participation, whereby young people are forced back into the labour market (the 'added worker' effect) in order to support households facing economic crisis.

In many developing countries, open unemployment of young people is low, not because they have decent jobs, but rather because they cannot afford the luxury of being unemployed. Since most developing countries lack state sponsored social safety nets, many young people have no choice but to earn a survival income in the informal economy. Therefore, relatively low unemployment rates in developing countries should not necessarily be seen as a healthy sign. Rather, fewer young people show up in unemployment statistics than in industrialized countries due to high degrees of employment in the informal economy. Although throughout the world, young people are better educated than ever before, this situation does not detract from the fact that most young people are working in the informal economy. As a result, employment policies targeting youth should generally focus on two groups:

1. highly educated youth who aspire to decent jobs in the formal economy; and
2. those working for low wages and in poor working conditions in the informal economy.

<sup>4</sup> ILO: *Global employment trends for youth* (Geneva, 2010).

These categories should be considered keeping in mind the overall educational profile of young people in the country in question, as well as assessing the importance and nature of employment in the informal economy.

### Box 2. The ILO's Global employment trends for youth, 2010

The report states that youth labour force participation rates have been on a long-term downward trend in many countries preceding the crisis, and the crisis has reinforced this trend in some countries. Globally, the youth labour force participation rate decreased by 3.4 percentage points between 1999 and 2009, and all regions saw decreasing youth participation rates. The change at the global level is driven to an important extent by the large decreases in East Asia during the past ten years, where the youth labour force participation rate decreased by 9.3 percentage points and in South-East Asia and the Pacific by 5.3 percentage points. Only in the Middle East and sub-Saharan Africa were changes in youth participation rates low, at 0.5 and 0.2 percentage points, respectively.

Looking at the most recent years, youth participation rates showed relatively large decreases, when compared to preceding years, in the developed economies and the European Union (minus 0.4 percentage points), as well as in Latin America and the Caribbean (minus 0.5 percentage points), underlining the negative psychological effects of the crisis on youth labour force participation. However, in all other regions, youth participation rates either showed little change between 2008 and 2009, or were increasing, suggesting that the need for youth to participate in labour markets and support family income is important in much of the developing world.

## Targeted versus non-targeted approaches for promoting youth employment

Most public employment programmes involve some form of targeting or self-targeting. However, targeting should not be confused with rationing which is also a feature of both employment guarantee and public employment programmes.<sup>5</sup> On the basis of an international review of employment guarantee schemes, Devereux and Solomon<sup>6</sup> draw the following lessons on targeting:

Employment programmes have a number of **self-targeting** features, including the work requirement, the level of payment

<sup>5</sup> Providing a job to only one person per household, or providing 'work opportunities' for a maximum of 100 days per year, are all forms of employment rationing within a PEP.

<sup>6</sup> S. Devereux and C. Solomon: *Employment creation programmes: The international experience* (Geneva, International Labour Organization, 2006).



and the mode of payment. However, adjusting each of these to achieve targeting objectives must be done sensitively. Making the workload too heavy excludes women and people with limited labour capacity. Setting the wage rate too low discourages the non-poor, but it also reduces the poverty impact of the programme and can be considered unethical – or even illegal if it falls below the legislated minimum wage. Paying workers with food rather than cash is often criticised as patronising, and in some cases discourages men from registering for work. Other types of targeting mechanisms can also be applied, including **indicator-based** targeting (setting quotas for categories such as women, female-headed households, or the landless) and **means testing** (targeting the poorest community members). Although indicator-based targeting is easy to implement, most indicators are not robust (they do not accurately identify the neediest – not all female-headed households are poor) nor are they comprehensive (many male-headed households may be poorer than some female-headed households). Means testing is very difficult to implement, since programme officials do not have the necessary information about household incomes and assets. One solution to this information asymmetry is to involve communities in the selection process, for instance by adopting **community-based targeting**. Apart from these technical considerations, all approaches are susceptible to political manipulation.<sup>7</sup>

<sup>7</sup> Ibid.

Youth employment programmes involve ‘indicator-based’ targeting. Although Devereux and Solomon see indicator-based targeting as ‘easy to implement’, in the case of youth targeting, there are both administrative costs (i.e. verifying age and identity) and possible political costs (i.e. creating inter-generational conflicts and resentment from older unemployed workers) involved. Therefore, policy-makers should carefully evaluate the reasons and justifications for targeting compared with the inevitable costs and negative side effects associated with targeting. In countries with a large youth population cohort, even without specific efforts to target only young people – and to exclude older age groups – it is actually more cost effective to create jobs for young people with non-targeted approaches. If works are selected to appeal primarily to young people, and designed with a ‘self-targeting’ approach, the final impact on young people could be positive without the need to go through the administrative costs involved in targeting. The main justification for targeting in a PEP is that resources are limited and, therefore, public authorities cannot afford to provide employment to a larger group of the population. Since lack of work experience and training are seen to be key entrance barriers to the labour market, focusing on low-skilled youth with little or no labour market experience would seem to be the primary reason for putting in place restrictive targeting for these categories of young people.

Most public employment programmes do not provide universal guaranteed employment to everyone willing and able to work at a set minimum wage. The advantages of true EGSs are that they provide universal, as opposed to targeted coverage. In so doing, they avoid stigmatizing the beneficiaries (for example, labelling them as the ‘poorest of the poor’) and create a wider political base for the programme. Of course, such universal coverage does not exclude the possibility of self-targeting where the types of work and the wage levels provided in the programme are designed to appeal only to low-income and low-skilled young people. These considerations should be taken into account in designing youth employment programmes and in deciding whether beneficiaries should be exclusively young people, or whether young people should be mainstreamed into broader employment initiatives.

## Putting in place systems to monitor youth employment and disaggregate data by age

Any youth employment programme should have systems in place to assess, monitor and evaluate the number of young people who actually benefit from employment opportunities. Methodologies for doing so will vary according to the type of employment provided. Since most youth-focused PEPs involve public works, infrastructure development or maintenance, a few suggestions are made with respect to this type of employment. If the government hires the workers, muster rolls or other direct data collection



systems, including worker identity (ID) cards specifying the age of workers, can be set up. If the works are undertaken through small-scale contractors, it may be more difficult to impose such direct and comprehensive data collection requirements. Typically, contractors are paid with respect to the physical work performed and the infrastructure delivered, as specified in bills of quantities achieved, rather than with respect to the numbers and categories of workers recruited. Although not common, it is possible to envisage introducing youth quotas into tender documents. However, the more external requirements introduced into contracting documents, the more complicated it will be to arbitrate the bids submitted. Contractors may argue that these additional requirements stand in the way of their primary responsibility, which is to deliver good quality infrastructure.

Whether or not youth quotas are introduced into contract specifications, monitoring systems to collect data on youth participation should be put in place. Systematic data collection at the level of the worksite is possible, but entails extra costs, systems creation and personnel training, all of which should be budgeted into PEPs seeking to provide targeted benefits to young people. In cases where private contractors are used to implement works, it would be preferable for the central administration of the youth employment programme to carry out sample worksite surveys based on interviews with contractors, supervisory personnel and workers in order to determine the number of young people actually participating. This is a practicable alternative to imposing cumbersome data collection requirements on small contractors who may require training and capacity building simply to deliver good quality infrastructure and/or services whilst providing decent employment.

A final note on monitoring and evaluation (M&E) systems concerns their potential as a source of job creation for educated young people. Collecting monitoring data, and carrying out sample surveys with respect to worksites and social services, can be a labour-intensive activity which promotes transparency and requires an educated workforce.

## How to promote and increase youth employment in public employment programmes

Although many different approaches for youth employment programmes can be envisaged, this note focuses on an approach that tries to mainstream and integrate youth employment into existing investment and service delivery programmes and institutions, rather than creating new standalone programmes exclusively targeting young people. Furthermore, it advocates the use of mechanisms to create jobs for young people and involve them as active participants and initiators of job creation policies and processes.

There are a number of concrete ways to integrate young people into PEPs.

- **Timing and duration.** Youth unemployment can be either structural or crisis-driven, or both. It is often crisis-driven since during economic downturns, as well as during natural disasters and political crises, youth are usually the first to be fired and the last to be hired. In such cases, there is strong social and political urgency to put in place temporary PEPs targeted at young people. If these PEPs are well designed and cost effective, and have the desired outcomes, then this experience can be built on to put in place a more permanent employment guarantee programme. Youth unemployment is also usually structural since youth worldwide are nearly three times more likely to be unemployed than older adults. The ongoing, structural nature of youth unemployment calls for a permanent mechanism for youth job creation, to complement measures to boost training, entrepreneurship and self-employment. Therefore, a permanent EGS with youth as key beneficiaries is usually justified.
- **Wage setting.** Governments have often attempted to put in place special 'youth' wages for lower pay and benefits. Although the purported intention is to help young people get a foothold in the labour market, such measures are often rejected by young people and trade unions as setting a double standard and leading to the growth of informality in labour markets. Generally, wages and remuneration packages should not be used as a way of targeting youth, but rather other forms of assistance should be used, such as counselling services and dedicated links to employment services.
- **Labour market flexibility.** The broader question of flexibility of labour laws and regulations, including ease of hiring and firing, has led to a lively policy debate between the ILO and the World Bank. As a result of



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this dialogue, the World Bank has modified its 'Employing Workers Index' within the framework of its 'Doing Business Initiative'<sup>8</sup>.

- Make labour-intensive infrastructure development 'youth friendly'. Manual work, especially for young people who have carried out higher level studies, is not attractive to most youth. However, labour-intensive works can provide a large spectrum of positions and tasks appealing to young people of different educational backgrounds and workplace aspirations. Therefore, it is important not to stereotype labour-intensive works as low skilled. For example, many young people can be attracted to the possibility of creating their own labour-based contracting enterprise, setting up and managing computer-based monitoring and evaluation systems, and carrying out various worksite supervisory roles. Other young people without higher education might be attracted to the predictable income provided by manual work, particularly if this is accompanied by training and possibilities for advancement.
- Not only should the categories of employment provided in the framework of a PEP be made 'youth friendly', but so should the types of work. A 'youth assessment' or 'youth audit' should be carried out during the design stage to determine those categories of work where youth are more likely to be hired as workers, but also where youth are likely to be the key beneficiaries. For example, if young people are often required to work as unpaid family or community caregivers, this category of work can be transformed into paid employment within the framework of a PEP. Similarly, if young people are working as waste pickers, support can be given to improve their working conditions and remuneration through waste-pickers' associations, cooperatives or entrepreneurship development in this field.
- Integrate age as well as gender into employment impact assessments of investment programmes. Any youth employment programme, be it in the area of infrastructure development or social services, should be evaluated primarily in terms of the number of jobs that will be created. Such evaluations should be broken down by age and gender, and monitored.
- Youth can be supported to set up their own labour-based contracting enterprises. The support structure should be put in place before youth are 'set free' to bid on public contracts and implement works. It should include both classroom and on-site training to help young people prepare bids that are both competitive and allow their enterprises to invest and grow. Assistance should also facilitate young people's access to public markets through counselling services and youth friendly

<sup>8</sup> For more background on the whole issue of whether labour market flexibility is good or bad for (youth) employment, see J. Berg and S. Cazes: *The doing business indicators: Measurement issues and political implications*, Economic and Labor Market Paper 7 (Geneva, International Labour Organization, 2006).

as well as the World Bank's Doing Business web site at: <http://www.doingbusiness.org/>.

market regulations (e.g. pre-qualification requirements, years experience and equipment).

- Young people can be actively involved in various forms of entrepreneurship and cooperative development, particularly if training and reliable markets are assured during the inception phase. Labour-intensive activities can involve maintenance of infrastructure, such as street cleaning or park and green space maintenance, garbage collection and waste recycling.
- The boundaries of paid public social services can be expanded in ways that benefit youth both as members of the workforce and as beneficiaries of these services. For example, they can work as teachers' aids, library assistants, tutors, and caregivers for the elderly, people with disabilities and those living with HIV/AIDS. All of these activities can provide much needed support to over-stretched public services.
- Youth can also participate in employment policy-making by ensuring that organizations representing young people are included in various employment-related organizations at national and local levels (such as national employment commissions, trade unions and employers' organizations).
- There are many organizations promoting youth entrepreneurship internationally, nationally and locally. Contacts should be established with them to help PEPs become more attuned to the needs and aspirations of young people and to strengthen links between public and private sector youth employment.
- Youth organizations can be powerful advocacy tools arguing in favour of job creation and full-employment policies.
- International development and donors organizations are particularly receptive and supportive of programmes favouring youth development and youth employment. Involving young people in direct dialogue with these organizations can be particularly effective in developing and acquiring funding for youth employment programmes.

## Conclusion: An employment guarantee for young people?

Typically, youth employment strategies focus on youth entrepreneurship or on youth training. While both approaches are no doubt important elements of an overall strategy for youth employment, this guidance note focuses on how direct public employment creation policies can be best used to create jobs for youth. The weakness of the first two strategies is that they try to help young people prepare for the labour market, or to create their own jobs, but they neither provide them with employment nor work experience.



Comments by Randall Wray<sup>9</sup> on Hyman Minsky's approach towards job creation and training is particularly relevant to young people who, despite having invested enormous time and resources into their own education and training, find themselves over twice as likely to be unemployed as other groups in the labour market:

Hyman Minsky always argued that public policy that favours education and training over job creation puts “the cart before the horse” and is unlikely to succeed. First, it lays the blame on the unemployed, which can be demoralizing and can validate public perceptions regarding undesirable characteristics supposedly endemic within the disadvantaged population. It tells the poor that they must change their characteristics—including their behaviour—before they deserve to work. However, those without jobs might not view such changes as desirable or even possible. Second, it can require a long time to see results; the “gestational” period to produce a worker is at least 16 years for developing nations ... Further, a dynamic economy is always leaving old skills behind and demanding new ones. At any point, there will be a permanent, sizeable, pool of those with inappropriate skills and education, even if many individuals are able to transition out of the pool in a timely fashion. Third, as mentioned, there is the danger that the retrained will face a job shortage so that at best they simply displace previously employed workers who will join the ranks of the unemployed. ... jobs must be made available that can “take workers as they are,” regardless of their skills, education, or personal characteristics.

By drawing in young people who have often never been part of the workforce before, well- designed EGSs can potentially increase their ‘employability’ and/or facilitate re-entry into the private sector, suggesting that in many instances the private sector prefers to hire people who already have work experience or are working<sup>10</sup>. Employment Guarantee Schemes can also complement some of the programmes aimed at *retraining* and *retaining* workers in other sectors by helping to stabilize local demand and income.

<sup>9</sup> L. Randall Wray: *The employer of last resort programme: Could it work for developing countries?* Economic and Labour Market Papers (Geneva, International Labour Organization, 2007) Available at: <http://www.ilo.org/public/english/employment/download/elm/elm07-5.pdf> [21 May 2010].

<sup>10</sup> “Upgrading of these characteristics would be the second step—with much of the necessary training occurring on the job. The unemployed need jobs, not merely the promise of a job for those who successfully reform themselves.” (Randall Wray, 2007).

## Further reading

-  Berg, J.; Cazes, S. 2006. *The doing business indicators: Measurement issues and political implications*, Economic and Labor Market Paper 7 (Geneva, International Labour Organization).
-  Chambers, R.; Lake, A. 2002. *Youth business international: Bridging the gap between unemployment and self-employment for disadvantaged youth* (Geneva, International Labour Organization, InFocus Programme on Skills, Knowledge and Employability).
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## Checklist

|                                                                                                                                                                                                                                                                                                                                                                                                                        |                                     |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------|
| <b>1. Different skills profiles</b>                                                                                                                                                                                                                                                                                                                                                                                    | <input checked="" type="checkbox"/> |
| Skilled (university level education or undergone vocational training)<br>Semi-skilled (high school with some possible short training)<br>Unskilled (illiterate or with only primary school) <ul style="list-style-type: none"> <li>a. Completed school</li> <li>b. Not completed school and/or not literate</li> </ul> Depending on the work profile, PEPs have the possibility to include unskilled and skilled youth |                                     |
| <b>2. Profile of target group</b>                                                                                                                                                                                                                                                                                                                                                                                      |                                     |
| In school or in training<br>Unemployed<br>Underemployed<br>Employed but in working poverty<br>Discouraged youth<br>NEET (Not registered as employed/unemployed/at school or training)                                                                                                                                                                                                                                  |                                     |
| Age cohort <ul style="list-style-type: none"> <li>- 15-17;</li> <li>- 18-20;</li> <li>- 21-24</li> </ul> Women/men/with or without children<br>In conflict with the law<br>HIV/AIDS<br>Disabled<br>Migrants                                                                                                                                                                                                            |                                     |
| <b>3. Decisions about timing</b>                                                                                                                                                                                                                                                                                                                                                                                       |                                     |
| When (timing of the intervention)<br>Duration of the intervention<br>Piece work or time-bound work                                                                                                                                                                                                                                                                                                                     |                                     |
| <b>4. Identified activities for youth in PEPs</b>                                                                                                                                                                                                                                                                                                                                                                      |                                     |
| Infrastructure development <ul style="list-style-type: none"> <li>Public works in rural and urban areas</li> <li>Maintenance of public works</li> </ul>                                                                                                                                                                                                                                                                |                                     |
| Environmental works <ul style="list-style-type: none"> <li>Land rehabilitation</li> <li>Catchment management</li> <li>'Clean-ups' of rivers, public spaces</li> <li>Recycling</li> <li>Infrastructural: irrigation systems</li> </ul>                                                                                                                                                                                  |                                     |
| Community services (these types of activities could be attractive for skilled youth) <ul style="list-style-type: none"> <li>Early childhood development</li> <li>Home-based care of the sick, disabled and elderly</li> <li>Community safety</li> <li>Youth recreation activity; sports coaching</li> <li>Support to school</li> <li>Support to clinics</li> </ul>                                                     |                                     |

|                                                                                                                                                                              |  |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|
| Food security<br>For public good purposes                                                                                                                                    |  |
| Involvement of youth in decision-making and priority setting in PEPs<br>Involvement of youth in designing PEPs<br>Involvement of youth in priority setting of the activities |  |
| <b>5. Youth in PEPs - what conditions?</b>                                                                                                                                   |  |
| Wages setting (minimum wage if available or other / market wage for unskilled workers)                                                                                       |  |
| Social protection (what level?- progressive coverage)                                                                                                                        |  |
| Rights of Association                                                                                                                                                        |  |
| Working hours (appropriate to the age cohort) per week                                                                                                                       |  |
| Leave (annual/maternity) and other arrangements (or support services to increase participation, e.g. childcare, transport subsidies)                                         |  |
| Health and safety: provision of safety gear                                                                                                                                  |  |
| <b>6. Targeting strategies</b>                                                                                                                                               |  |
| Indicator-based targeting (may be easy to identify, but could cause inter-generational conflict with other unemployed)                                                       |  |
| Self-selection targeting implies a programme designed with certain activities to attract a specific target population, i.e. the poor, vulnerable, youth                      |  |
| Geographic targeting relies on location for the selection of beneficiaries                                                                                                   |  |
| Comprehensive targeting combines different types of targeting such as self-selection and geographic methods to better approach the objective population.                     |  |
| <b>7. Graduation strategies</b>                                                                                                                                              |  |
| Skills training (technical and/or non-technical, in-classroom and/or on-the-job)                                                                                             |  |
| Wage subsidies                                                                                                                                                               |  |
| Entrepreneurship training and access to finance                                                                                                                              |  |
| <b>8. Implementation, outsourcing and management</b>                                                                                                                         |  |
| By government: if so, managed at what level;<br>Public-Private Partnerships for delivery of the programs<br>Use of non-profit agencies                                       |  |









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