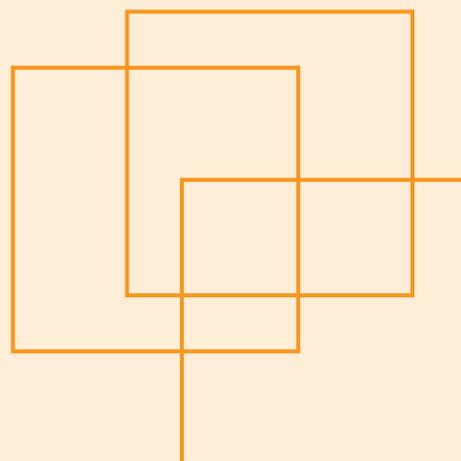




Module 1

Basic concepts, roles and implementation process



ILO school-to-work transition survey:

A methodological guide

Module 1

Basic concepts, roles and
implementation process

Sara Elder

Youth Employment Programme
International Labour Office

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Contents

Foreword	v
Acknowledgments	vii
Purpose and organization of the guide	ix
1.1 Introduction	1
1.1.1 Why is more information needed?	1
1.1.2 Objective of the ILO school-to-work transition survey	2
1.1.3 Not just a survey but a framework	3
1.1.4 The history of the survey tool	3
1.1.5 Future hopes for the SWTS	5
1.2 Measuring the transition: Concepts and definitions	7
1.2.1 Framework I: Standard transition concept	8
1.2.2 Framework II: Stricter transition concept	11
1.3 The implementation process	15
1.3.1 Roles	15
1.3.2 Tasks	16
1.3.3 Costs	21
Annexes	
1.1 Summary methodologies of SWTS in ten countries	23
1.2 Sample terms of reference for survey implementation team	29
1.3 Sample terms of reference for report writer	35
Tables	
1.1 Outline of tasks in SWTS implementation	20
1.2 Budget for the SWTS	21
Boxes	
1.1 Lessons learned from past SWTS runs	5
1.2 Determining the need for a SWTS	15
1.3 Using a Steering Committee or an Advisory Group	19

Foreword

The transition into adulthood is an exciting time for many young women and men, bringing with it the prospect of social and economic independence. For some youth, however, the challenge of finding employment, let alone satisfying employment, can be daunting, and the inability to prove oneself as a productive member of society can overshadow all else to create a sense of frustration and negativity during a time that is meant to be full of hope. It is hard to feel positive about one's future prospects when one becomes blocked at the entry level.

But we should not paint too gloomy a portrait. Many transitions to adulthood, from school to work, are successful from the point of view of the young person and from the point of view of society as beneficiary of their productive contribution. Certainly there must be value in defining a "successful" transition and making the distinction between these and "difficult" ones, i.e. situations in which the young person has little option but to take up unproductive, low-paid and insecure work or drop out of the labour force to wait for rosier times. At least such was the assumption behind the creation of the ILO school-to-work transition survey (SWTS) and the analytical framework, as described in the pages of this Guide, which has been developed around it.

The Guide in itself does not answer the big questions: for instance, why are some transitions difficult and some not; are lengthy transitions an inevitable consequence of a national environment characterized by low levels of job creation; and perhaps most importantly, can governments, working with employers', workers' and youth organizations, do anything about it? What it does do, however, is introduce a holistic methodology that can guide countries to find the answers for themselves. It sets the framework for gathering information on the characteristics and labour market attachments of young people as well as on the enterprises that could absorb them. As stated in Module 1, the data in itself is not unique. What are unique as outcomes from the implementation of the SWTS are the development of indicators that define the stages of transition and the quality of transition and the application of "decent work" as a concept to be integrated into the analytical framework built around the SWTS.

The ILO is committed to helping governments and social partners identify main employment issues and design and implement integrated policy responses. This Guide toward implementation of the SWTS is offered to our constituents as a means to enhance the capacity of national and local-level institutions to undertake evidence-based analysis that feeds social dialogue and the policy-making process. There is a sense of urgency in many countries in addressing the challenge of youth employment.

We recognize that large shares of youth in transition have yet to attain decent employment. Unless they succeed yet another generation of productive potential will remain underutilized and a cycle of poverty and decent work deficits will continue. Clearly, there is still substantial room for action to bring about progress toward the goal to “achieve decent work and productive employment for all, including women and young people” (Millennium Development Goal 1B). It is our sincere hope that this Guide can aid the process and help countries to broaden the information base from which they can address the specific challenges associated with enabling their young populations to reach their full potential.

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Purpose and structure of the guide

This guide is intended to help anyone interested in running an ILO school-to-work transition survey. The modular design means that it can be used in full – as a package to advise users from the point of conception of the project through production of an analytical report and workshop to present the findings – or in part, according to the specific needs of the user. Certain modules can be used outside the scope of the school-to-work survey; the module on sampling (Module 3), for example, can guide the design of sampling frameworks of any survey. Likewise, the module on tabulation (Module 4) contains instructions for producing standard labour market statistics, such as the unemployment rate, that researchers can use for any number of purposes, including training on labour market information and analysis.

The guide is organized as follows:

- Module 1** Basic concepts, roles and implementation process
- Module 2** SWTS questionnaires
- Module 3** Sampling methodology
- Module 4** Key indicators of youth labour markets: Concepts, definitions and tabulations
- Module 5** Disseminating survey results

1.1

Introduction

1.1.1 Why is more information needed?

The attention paid in the global arena to the topic of youth employment in recent years and the subsequent extensive research on the topic¹ has helped to raise awareness of the fact that some young men and women encounter difficulties in entering and remaining in the labour market. It is also increasingly understood that the failure to find decent employment after leaving school tends to have lasting effects on occupational patterns and incomes over the life course of an individual.

Yet policy-makers in many countries remain at a loss when it comes to defining the exact nature of disadvantages facing young people. In particular, there remains a fuzziness surrounding the topic of the school-to-work transition. Policy-makers lack both the evidence and the evidence-based analysis to define: *why* is finding and attaining decent employment proving to be an elusive goal for many of today's youth; *who* is impacted more than others and *where* are the more disadvantaged youth located; *how* are disadvantages manifested; and *what* is the impact on the youth in question and on the long-term economic development of the country.

Undoubtedly, the favoured source of national labour market information is a periodic labour force survey² but, as of yet, few developing countries are able to maintain a large statistical programme due to either the high costs involved or because priorities are placed elsewhere (although progress is made every year in expanding the number of labour force surveys in developing countries, typically through external aid). Even where labour force surveys do exist, they do not ask the questions needed to determine the specific barriers that young people face. The labour force survey allows us to determine the labour force breakdown of young people (i.e. are they employed, unemployed, or outside of the labour force) and allows us to generate some meaningful indicators (length of unemployment, status in employment, employment by sector). It does not typically allow us to examine contract situations, earnings, job satisfaction, labour protection and certainly not the ease or difficulty of the school-to-work transition.

¹ As examples, see ILO: *Global Employment Trends for Youth, October 2008* (Geneva, 2008); ILO: *Global Employment Trends for Youth, October 2006* (Geneva, 2006); www.ilo.org/trends; UN: *United Nations World Youth Report 2007* (New York, 2007), www.un.org/esa/socdev/unyin/wyr07.htm; and World Bank: *World Development Report 2007: Development and the Next Generation* (Washington, DC, 2007).

² Other sources of labour market information such as population censuses, administrative records from government sources and/or employment services, enterprise surveys and livelihood surveys are better than no information, but can have disadvantages in terms of timeliness and/or limited representation.

The ILO is committed to helping governments and social partners in identifying main employment issues and in designing and implementing integrated policy responses. As part of this work, the ILO seeks to enhance the capacity of national and local level institutions to undertake evidence-based analysis that feeds social dialogue and the policy-making process. Given that: 1) current restrictions in labour market information have led to a situation in which the question of why the school-to-work transitions of young people today are a long and difficult process has not yet been satisfactorily answered; 2) significantly improving the transition is among the policy agenda priorities of a growing number of countries; and recognizing that 3) strengthening the information base is one key step toward designing and monitoring more appropriate youth employment responses, the ILO developed the school-to-work transition survey (SWTS).

1.1.2 Objective of the ILO school-to-work transition survey

The objective of the SWTS is to collect in-depth information concerning the labour market situation of young men and women and quantify the relative ease or difficulty of labour market entry of young people as they exit school. The analysis of data should reveal strengths and weaknesses in youth labour markets and address the question of why the labour market transition of youth tends to be difficult. The analysis should point to the main challenges to be addressed by policy-makers and translated into the framework of youth employment/development programmes and policies.

The survey specific to youth is balanced by a second component that aims to measure, to a certain degree, the demand for young labour. This objective is handled through a survey of employers that asks questions concerning their current and future needs as employers and relating to their perspective on the pool of available young jobseekers and workers. By running two surveys simultaneously within the framework of the SWTS, we hope to be able to determine if there are mismatches in the supply and demand of young labour that can be overcome through policy development in order to improve the school-to-work transitions of the young population.

It is important to keep in mind that the survey is not intended to generate indicators that should otherwise be available through labour force surveys (labour force participation rate, employment-to-population ratio, unemployment and underemployment rates, etc.). Although it is possible to calculate such indicators from the SWTS sample, the official national estimates would be those from the labour force survey; therefore, if a labour force survey exists, it would be better to use it as a source for the traditional indicators. The SWTS is intended, rather, to supplement information not currently available from the national statistical programmes by focusing on the specific issue of entry into the labour market of young people as they leave school.

1.1.3 Not just a survey but a framework

The SWTS will generate a large pool of data on the characteristics and labour market attachments of young people as well as on the enterprises that could absorb them. The data in itself is not unique. What is unique is: 1) the development of indicators that define the stages of transition and the quality of transition and 2) the application of “decent work” as a concept to be integrated into the analytical framework built around the SWTS.

The analytical frameworks associated with the SWTS allow the user to first assess the characteristics of youth who are still in school, employed or self-employed, unemployed or outside of the labour force for reasons other than full-time study. Then survey results are used to estimate: 1) the number of young people who have completed their transition into “decent work”; 2) those who are still in transition – that is, either unemployed or employed in a job that is non-decent or non-satisfactory; and 3) the number of young people who have not yet made the transition either because they remain in school or are outside of the labour market with no plans to work in the future. For the youth who have completed their transition, one can analyse the relative ease or difficulty of their transition (easy, middling or difficult) based on their experience before entering their current job: for example, was it a direct transition or did they undergo numerous spells of unemployment and temporary employment; if the latter, how many and how long were they?

These concepts are defined in full below in sub-section 1.2. The mapping for calculating the various SWTS units from data results is presented in Module 4.

1.1.4 The history of the survey tool

The SWTS as an ILO tool was conceptualized in 2003 within the Gender Promotion Programme. The Programme designed a set of generic questionnaires that “provides a useful checklist of questions for conducting structured surveys to collect information on youth”. The surveys were implemented in Indonesia, Sri Lanka and Viet Nam with the intent that the information would serve as vital input in the preparation of national action plans for youth in each country. Reports analysing the results were produced for each country.³

In 2004, the ILO Youth Employment Programme (YEP) consolidated the set of five questionnaire modules into one. At the same time, YEP members collaborated with other units to formulate the concept of transition within an analytical framework. In

³ Reports are available from the website of the ILO Youth Employment Programme (YEP): www.ilo.org/youth (publications).

subsequent years, given the lessons learned from the implementation of the survey in ten countries – Azerbaijan, China, Egypt, Islamic Republic of Iran, Jordan, Kosovo,⁴ Kyrgyzstan, Mongolia, Nepal and Syrian Arab Republic – the questionnaire and methodology were adapted into the version presented within this guide. Annex 1.1 to this module provides a brief description of the survey methodologies applied in each of the countries.

In 2009, a synthesis of survey results from eight of the countries listed above⁵ was undertaken and a report produced with the intent “to demonstrate the depth of data made available with the SWTS tool and to showcase the unique schema for classifying transitions, one which adds greater meaning for policy-makers who note the insufficiency of traditional labour market indicators when attempting to discern youth employment challenges”.⁶ It is a rich report, one that utilizes both simple analytical techniques to demonstrate, for example, the breakdown by current activity status and characteristics of unemployed and employed youth, and more complex techniques for more in-depth analysis on topics such as the job search in relation to characteristics of the potential and actual supply of labour and the relationship between expected and actual earnings of young people and the determinants of the latter. This “synthesis” report will be discussed again, in box 5.1 in Module 5 as a good example of how SWTS results can be analysed and presented.

There were lessons learnt from the implementation of these surveys and in the subsequent synthesis analysis, which have been used to benefit the survey design as prescribed in this guide. For instance, in the process of writing the synthesis report a lot of effort was made to extract detailed information on retrospective career paths from the time of first exit from educational or training institutions, but in the end much of this segment of the data was not presented due to data errors that were difficult to treat and due to missing information. Clearly, the questionnaire design needed to be improved in the area of capturing all labour market episodes of the young respondent from the departure of education through the present. The questionnaire presented in Annex 2.1 (Module 2) should result in more reliable retrospective information that tracks the youths’ career paths. Other lessons learned are described in box 1.1.

⁴ Kosovo is used as a shortened reference for “Kosovo under UN Security Council Resolution 1244”.

⁵ The raw data were not available for Jordan and Kyrgyzstan.

⁶ S. Elder and M. Matsumoto: “Characterizing the school-to-work transitions of young men and women: Evidence from the ILO school-to-work transition surveys”, Employment Working Paper (Geneva, ILO, forthcoming 2009).

Box 1.1 Lessons learned from past SWTS runs

- Using a local team for survey implementation – central statistical office or local research unit – allows for capacity-building at the local level.
- Approach the surveys with a practical end in sight. Remember the intention is that survey results should support youth employment policy-making and unless this connection can be mapped out up front, there is no point in running the survey. What we do not want is survey data and a report that reaches only the research community. Involving stakeholders – appropriate government ministries, trade unions, employers’ organizations, youth organizations– from the onset can help to ensure their buy-in. One can do so either through organizing a Steering Committee or organizing a workshop to discuss the SWTS objectives. But most important is the final workshop (see Module 5) where stakeholders are invited, results are presented and a guided discussion results in recommendations for policy-related follow-up action.
- Ensure capacity at the level of the project manager. The process can easily get held up if the project manager is unable to dedicate sufficient time over the course of the project for technical support (organizing terms of references, providing comments on questionnaire design, sampling, report drafting, organizing workshops, etc.).
- Remind the survey implementation team that they must provide the raw data and a final questionnaire in English. Failure to obtain both means that further analysis is not possible and therefore greatly lessens the potential influence of the SWTS for that country.
- When adapting the questionnaire, make sure to apply adjustments to mapping (see Module 4) to ensure output of relevant concepts and indicators for analysis. Before deleting questions as irrelevant, make sure that they are not used to produce any of the concepts listed in Module 4.
- Obtain feedback from the survey implementation team and workshop members on how to improve the SWTS process and impact.

1.1.5 Future hopes for the SWTS

There is one inevitable deficiency of the SWTS that weakens its potency as a youth employment monitoring tool: to date, it has been used as a one-time, stand-alone survey in each of the participating countries. Since undertaking trends analysis of the indicators) – comparing the results on an annual basis against those at the baseline year (i.e. starting year of the project) – is an essential element in measuring progress toward improved access to decent employment for young people (the goal of most youth policies and programmes), there are strong arguments for attempting to “regularize” the SWTS within the framework of the national strategy on statistics.

Consequently, in order to ensure sustainability and continued monitoring of the youth employment situation, the longer-term goal is to work towards the eventual incorporation of SWTS questions either within national labour force surveys or as modules for occasional attachment to the same. Fulfilling the goal would require collaboration with national statistical agencies, thus establishing a connection to governments which should help to facilitate translation of the analysis into actual policy actions.

A successful example now exists: beginning in 2007, the ILO, through a Labour Market Information and Analysis project, worked with the Government of Pakistan to merge the SWTS into the labour force survey framework. The result: a pilot labour force survey with an SWTS module covering 2,544 households in the district of Faisalabad and a successful analytical report that focuses attention on the lengthy school-to-work transition process of Pakistani youth (Ministry of Labour and Manpower, *Pakistan employment trends brief 2009: Labour market situation and school-to-work transition in the district of Faisalabad* (Islamabad, forthcoming.) It is our hope that the youth-targeted module will become a regular feature of the national labour force survey in Pakistan and that other countries will follow their example.

There is another initiative through the ILO Project on Youth Employment Promotion in Serbia to integrate questions from the SWTS into the comprehensive labour force survey planned for 2010. The advantage to this approach, over attaching a separate module, is that the latter approach requires ad hoc funds. The module, on the other hand, would likely allow for more questions and could thus generate more detailed information.

1.2

Measuring the transition: Concepts and definitions

Defining the school-to-work transition is a matter worthy of careful consideration since it is the definition that determines the interpretation. Most studies define the transition as the length of time between the exit from education (either upon graduation or early exit without completion) to the first entry into regular employment. But exactly what is meant by “regular employment”? The definition of the term and the subsequent measurement of the transition vary from study to study and from country to country. Some studies take as the end point the first moment of employment in any job⁷ and others apply qualitative elements such as first regular job (measured by contract type).⁸

The ILO SWTS was designed in a way that applies a stricter definition of “regular employment” than is typically used in the genre. By starting from the premise that a person has not “transited” until settled in a job that meets a very basic criteria of “decency”, namely a permanency that can provide the worker with a sense of security (e.g. a permanent contract), or a job that the worker feels personally satisfied with, the ILO is introducing a new quality element to the standard definition of school-to-work transition. This ILO definition of the transition is further explained and defined as framework I below.

One can take the application of the decent work concept even further and add in elements that extend beyond the nature of the employment contract. A young respondent might have a job with a permanent contract but still earn below-poverty-level wages, work excessively long hours with no social protection and have no voice at work. It can be argued, therefore, that defining the transition in terms of job permanency alone, as outlined in framework I, ignores other worthwhile characteristics of decent work. We propose, therefore, a supplementary, stricter definition of what

⁷ See, for example, L. Guarcello, et al.: “School-to-Work Transition in Sub-Saharan Africa: An overview”, UCW Working Paper (Understanding Children’s Work Project, Florence, 7 November 2005); www.ucw-project.org/pdf/publications/standard_youth_SSA_16dec2005.pdf.

⁸ See the work initiated by the European Training Foundation (ETF) in relation to a Comparative Analysis of Transitions from Education to Work in Europe project and used in reports such as: A. Fetsi, J. Johansen, et al.: *Transition from education to work in EU neighbouring countries* (Torino, ETF, 2008); [www.etf.europa.eu/web.nsf/pages/EmbedPub_EN?OpenDocument&emb=/pubmgmt.nsf/\(WebPublications%20by%20yearR\)/883F5593FD5263E4C125736900565960?OpenDocument](http://www.etf.europa.eu/web.nsf/pages/EmbedPub_EN?OpenDocument&emb=/pubmgmt.nsf/(WebPublications%20by%20yearR)/883F5593FD5263E4C125736900565960?OpenDocument).

constitutes the transition to decent work in framework II below.⁹ The main difference in the two frameworks rests with the stringency of the applied definition of “decent work”. The first is based on the assumption that holding a permanent contract inherently implies application of other elements of decency (i.e. access to social benefits and a decent income) while the second framework requires adherence to a list of “decent work” variables. The choice of transition definition is left to the survey implementation team to decide.¹⁰

1.2.1 Framework I: Standard transition concept

Basic statistical unit – school-to-work transition

The basic statistical unit that the survey aims to measure is the school-to-work transition of a young person.

The *school-to-work transition* is defined as the passage of a young person (aged 15 to 29 years)¹¹ from the end of schooling to the first *regular* or *satisfactory* job.

- *Regular employment* is defined in terms of duration of contract or expected length of tenure. The contrary is *temporary employment*, or employment of limited duration.

⁹ The ILO’s Decent Work Agenda aims to promote opportunities for women and men to obtain productive work, in conditions of freedom, equity, security and human dignity. Applying the concept of “decent” to any form of economic activity is a matter for discussion; for example, personal perceptions of what constitutes a decent wage could differ significantly from person to person. That said, there are certain conditions relating to the world of work that are almost universally accepted as “bad” – for instance, working but earning an income that does not lift one above the poverty line or working under conditions where the fundamental principles and rights at work are not respected. In other words, there are some tangible aspects of decent work – namely the decent wage, security and a voice at work – that can be measured and it is these that are built into the design for measuring decent employment within the SWTS framework.

¹⁰ It must be said that the author hesitated in the decision to include an alternative framework for measuring the transition; first, because it adds an additional burden of choice among the survey implementation team; second, because it can blur the ability to compare results across countries; thirdly, because it can open the door to the inexhaustible debate as to what exactly constitutes “decent work”; and finally, because the analysis of survey results already undertaken (for example, in the “synthesis” report mentioned above), which apply the less strict definition of transition (defined in framework I), already show very low shares of youth who have completed the transition. This means that the evidence on hand already result in a fairly strong “call to action”, i.e. the call for remedial efforts to improve the transitions of young people. The author wonders if application of a stricter criterion of transition that would further lower the “success rate”, i.e. the transitioned share – say from 10 per cent of youth having completed the transition to 5 per cent – adds much to the power of the result as an advocacy statement. Regardless of such reservations, the author has decided to include information concerning the alternative framework mainly because adding greater emphasis on a wider range of qualitative aspects of decent work within the definition of the school-to-work transition has intrinsic value in raising greater awareness of the issue. In addition, there will be interest among researchers (including the author) in data on the share of youth falling within each sub-category of non-decent employment (including the overemployed, the underemployed, those earning less than the average wage, etc.) – defined in full in Module 4.

¹¹ While in most other contexts, a young person is defined as a person aged 15 to 24 years, for the purpose of the SWTS, the end year is extended to 29 years. This is done in recognition of the fact that some young people remain in education beyond the age of 24 years and in the hopes of capturing more information on the post-graduation employment experience of young people.

- *Satisfactory employment* is a subjective concept, based on the self-assessment of the job-holder. It implies a job that the respondent considers to “fit” to his desired employment path at that moment in time. The contrary is termed *non-satisfactory employment*, implying a sense of dissatisfaction about the job.

The ILO choice of “regular” or “satisfactory” employment as its end point adds a twist to traditional measures of transition that focus on the first entry point of employment regardless of qualification. Again, the reason for the ILO addition of a normative value to the type of employment has to do with the Organization’s interest in promoting the concept of decent employment for all. We do not wish to claim that a young person has completed his/her transition to employment when s/he is engaged in work that, by its precarious or non-satisfactory nature, does not benefit the youth on a higher level. In other words, a young person has not completed the transition when the work engaged in does not fulfil his/her potential as a productive actor; does not bring with it a heightened sense of self-worth; does not add value to a desired career path; does not provide an opportunity for social integration; and does not lead to the possibility to bring home a fair income in support of him/herself and his/her family.

It is not until a young person has attained work that meets a very basic criteria of “decency”, namely a permanency that can provide the worker with a sense of security (regular employment), or a job that the worker feels personally satisfied with (satisfactory employment) that we claim the transition has been completed.

Basic classification of the school-to-work transition – Stages of transition

The sample will be classified according to the following three stages of transition:

1. Transited¹² – A young person who has “transited” is one who is currently employed in:
 - a regular and satisfactory job;
 - a regular but non-satisfactory job;
 - a satisfactory but temporary job;¹³ or
 - in satisfactory self-employment.

¹²In recognition of the fact that the two categories – regular employment and satisfactory employment – are not necessarily mutually exclusively (a young respondent might be satisfied with a job even though it is temporary), the sub-categorization of “transited” youth that is proposed here allows for classification according to three combinations of the two (“regular” and “satisfactory”). Because regular employment implies the existence of a contract and therefore applies to wage & salaried workers only, the fourth category of “persons in satisfactory self-employment” is also included. The sum of the four sub-categories should equal the total number of transited youth without double-counting.

¹³We do not wish to exclude those in satisfactory but temporary work from the category of transited since to do so would be to make a judgment call on what they might or might not deem a voluntary choice.

2. In transition – A young person is still “in transition” if s/he has one of the following statuses:
 - currently unemployed;
 - currently employed (wage & salaried worker) with no contract;
 - currently employed in a temporary and non-satisfactory job;
 - currently self-employed and unsatisfied; or
 - currently inactive and not in school, with an aim to look for work later.
3. Transition not yet started – A young person who has “not yet transited” is one who is either of the following:
 - still in school; or
 - currently inactive and not in school, with no intention of looking for work.

Classification of the path of transition (for those who have transited)

For a young person who has transited (transition stage 1 above), the important question is did s/he have an easy or difficult time in getting the satisfactory/regular job. The question introduces an element of retrospective analysis, that is, the analysis must look at the period of time between the exit from school to the time of entry to satisfactory/regular employment.

The transition period could have consisted of the following (exclusive) phases:

1. Direct transition – A young person’s first experience after leaving school is being hired at a satisfactory or regular job.
2. Spells of temporary/self-employed and non-satisfactory employment or no contract employment with no spells of unemployment or inactivity.
3. Spells of unemployment with or without spells of employment or inactivity.
4. Other – A young person may fall into the “other” category if after leaving school s/he undertook a period of travel or was engaged in home duties.

Adding time variables to the four possible phases of transition, allows for the classification of the transition into “short”, “middling” and “lengthy”.

A *short transition* is classified as one in which, before obtaining the current satisfactory/regular job, the young person underwent either:

- a direct transition;
- a spell of temporary/self-employed/no contract and non-satisfactory employment of less than one year with no spell of unemployment or inactivity;

- a spell of unemployment of less than three months (with or without spells of employment or inactivity); or
- a spell of inactivity of less than one year.

A *middling transition* is classified as one in which, before obtaining the current satisfactory/regular job, the young person underwent either:

- a spell of temporary/self-employed/no contract and non-satisfactory employment of between one and two years with no spell of unemployment or inactivity;
- a spell of unemployment of between three months and one year (with or without spells of employment or inactivity); or
- a spell of inactivity of one year or longer.

A *lengthy transition* is classified as one in which, before obtaining the current satisfactory/regular job, the young person underwent either:

- a spell of temporary/self-employed/no contract and non-satisfactory employment of two years or over with no spell of unemployment or inactivity; or
- a spell of unemployment of one year or over (with or without spells of employment or inactivity).

Classification of those still “in transition”

For young people identified as still in transition (transition stage 2 above), classification will be made according to the length of time in each of the five sub-categories of the “in transition” stage (unemployed, temporary and non-satisfactory employment, self-employed and non-satisfactory employment, employed with no contract, inactive and intending to look for work in the future). The aspirations of youth in each sub-category will be an important analysis factor as well.

Classification of those “not transited”

For young people identified as not transited (transition stage 3 above), the aspirations of young people in the sub-categories (still in school, inactive and not intending to look for work) will be the most important element of classification.

1.2.2 Framework II: Stricter transition concept

Basic statistical unit – School-to-work transition

The basic statistical unit that the survey aims to measure is the school-to-work transition of a young person.

The *school-to-work transition* is defined as the passage of a young person (aged 15 to 29 years) from the end of schooling to the first *decent* or *satisfactory employment*.

- *Decent employment* is defined as one that meets the following criteria:
 - has contractual arrangements that meet the expectations of the young worker;¹⁴
 - qualifies as neither overemployment nor underemployment (note, both concepts are defined in Module 4);
 - pays at or above the average monthly wage rate of young workers;
 - offers satisfactory job security;¹⁵
 - offers the possibility for worker participation in labour unions or association of employer organizations; and
 - offers entitlements, among which are paid sick and annual leave.¹⁶
- *Satisfactory employment* is a subjective concept, based on the self assessment of the jobholder. It implies a job that the respondent considers to “fit” to his desired employment path at that moment in time. The contrary is termed *non-satisfactory employment*, implying a sense of dissatisfaction about the job.¹⁷

Basic classification of the school-to-work transition – Stages of transition

The sample will be classified according to the following three stages of transition:

¹⁴This differs from framework I where we put a normative value on the type of employment contract itself – we specify that a successful transition implies the young person is working with a fixed contract of at least one year in length, i.e., has a “fixed-term” job. When judging decent work, however, we felt it is the perception of the youth toward the type of contract, rather than the type of contract itself, that matters. A young person may voluntarily work under a temporary contract or with no contract at all, perhaps to build working experience, so that doing so would not, in and of itself, mean the youth is working under non-decent conditions. What we aim to assess in framework II, therefore, is whether the contract arrangement meets the expectations of the young worker, regardless of status (i.e. the assessment of contractual satisfaction applies to both wage & salaried workers and self-employed workers).

¹⁵Like with the contractual arrangement, job security is deemed to be a subjective concept – a lack of job stability would bother some but not all youth – and is therefore measured according to the youth’s assessment of the situation.

¹⁶The final characteristic – provision of benefits – may not be relevant to self-employed youth and is therefore applied only to wage & salaried workers in the classification scheme.

¹⁷Self-assessed “satisfactory” work should not be automatically equated to “decent” work; some young respondents might claim satisfaction with their employment situation even though s/he may work under poor conditions (defined by low wages, long hours, a lack of social dialogue, among others), with the reason for doing so stemming from a sense of hopelessness concerning the existence of better alternatives.

1. Transited¹⁸ – A young person who has “transited” is one who is currently employed in:
 - a decent and satisfactory job;
 - a decent but non-satisfactory job; or
 - a satisfactory but non-decent job.¹⁹
2. In transition – A young person is still “in transition” if s/he has one of the following statuses:
 - currently unemployed;
 - currently employed in a non-decent and non-satisfactory job; or
 - currently inactive and not in school, with an aim to look for work later.
3. Transition not yet started – A young person who has “not yet transited” is one who is either of the following:
 - still in school; or
 - currently inactive and not in school, with no intention of looking for work.

Classification of the path of transition (for those who have transited)

For a young person who has transited (transition stage 1 above), the important question is did s/he have an easy or difficult time in getting the satisfactory/decent job. The question introduces an element of retrospective analysis, that is, the analysis must look at the period of time between the exit from school to the time of entry to satisfactory/decent employment.

Given the complexity of the measurement of “decent employment”, as defined above, the current SWTS questionnaire does not support the application of the concept to the employment spells that are identified among the respondent’s activity history. In other words, it is not possible to categorize the spells of employment that were undertaken before reaching the final job as decent or non-decent. For this reason, it is not possible to define the transition period of youth who have made the transition in accordance with framework II. Therefore, we recommend that the survey implementation team, who have applied the stricter transition concept to generate the stages of transition, apply the “classification of the path of transition” that is identified with framework I rather than attempt a more ambitious classification framework.

¹⁸ In recognition of the fact that the two categories – decent employment and satisfactory employment – are not necessarily mutually exclusively (a young respondent might be satisfied with a job even though conditions are non-decent or a young respondent whose job qualifies as decent might still find reason to be dissatisfied), the sub-categorization of “transited” youth that is proposed here allows for classification according to three combinations of the two (“decent” and “satisfactory”), whereby the sum of the three sub-categories should equal the total number of transited youth without double-counting.

¹⁹ We do not wish to exclude those in satisfactory but non-decent work from the category of transited since to do so would be to make a judgment call on what they might or might not deem a voluntary choice.

1.3

The implementation process

1.3.1 Roles

The tasks involved in running the SWTS will determine the number of principal actors that need to be involved. Generally, a **project manager**²⁰ from the funding organization initiates the process, locates partners and coordinates the work. The **survey implementation team** is hired to design and run the survey field work – developing sampling frameworks, conducting training of field surveyors, managing field work, data entry and tabulation of results. The survey implementation team may or may not also have experience as analytical **report writer** and this will determine whether or not an additional person needs to be engaged for this purpose. It is expected that the report contain some initial policy recommendations that will be used as the basis for discussion at a national workshop on youth employment. **National workshop participants** should include policy-makers, representatives of labour unions, employers’ organizations and youth groups. An output of the national workshop should be more concrete policy recommendations for action on youth employment and a basic strategy for moving forward toward implementation of a national action plan for youth employment.

Box 1.2 Determining the need for a SWTS

When to run a SWTS

Before presenting the prospect of a SWTS at the country level, project managers should first ensure that a survey is the best option for the country in question. The following constitute proper motivations for starting the SWTS:

1. When a country approaches the ILO for assistance in the area of improving employment prospects for young men and women or perhaps for guidance in developing a national action plan (NAP) for youth employment. The recent ILO “Guidelines for the preparation of national action plans on youth employment” suggest that “[t]he first section of a NAP should present the analysis of the youth employment situation in the country within any existing broader policy and institutional frameworks. ... This analysis should include: an overview of provisions for young people in economic and social policy frameworks; an in-depth picture of the youth employment labour market; a review of past and ongoing employment policies and labour market measures affecting youth employment; and the mapping out of both the institutional framework governing the youth labour market and major youth employment initiatives undertaken with the support of bilateral donors and/or the international community.”²¹ The SWTS could certainly form the basis for the called-for in-depth picture of the youth labour market.

²⁰This role may be played by the ILO when invited to engage in such activities on behalf of the country. However, the involvement of the ILO is not required. If a country wishes to undertake a SWTS using the methodology here without ILO involvement or with the assistance of another international organization or NGO, then these instructions are written on their behalf.

2. When it fits within the framework of a broader youth employment/development project that contains an element aiming to improve labour market information, particularly relating to youth – its collection, dissemination and analysis – and statistical capacity at the national level.
3. When a country wants it! This criterion is crucial. Getting the buy-in of constituents at the country level determines whether or not the survey and analytical report are to be tools that really impact on policy design or whether the survey and its report become another item of research without practical ends.
4. When current labour market information is genuinely lacking. If the latest year of information relating to young people is, for example, 1995 and even that is sparse in what it offers, there is a genuine need to generate more up-to-date information. Policy-making needs to be based on current realities, not the realities of 15 years ago.

When not to run a SWTS:

When motivations are along the following lines then it would be wise to stop the process and open up a wider debate among colleagues and constituents about whether the SWTS is something that a country can really make use of for practical ends relating to improving employment prospects for young men and women:

1. We have a lot of money to spend on this project so thought it would be a good idea to run a SWTS. We do not know if it would really be of use to the constituents but the donors will back it so we'll go ahead.
2. The country has plenty of recent labour market information on youth from its annual labour force survey and other sponsor-promoted survey tools, but it is important that we generate data that is sponsored by our own organization.
3. We need to have a survey in an African country so that we can write a research report comparing results across regions.
4. The SWTS offers a packaged methodology and is therefore easy to “sell” to constituents.

¹ G. Rosas and G. Rossignotti: *Guide for the preparation of national action plans on youth employment* (Geneva; ILO, 2008).

1.3.2 Tasks

The steps involved in running a SWTS are described briefly here – with additional details and instructions provided in other modules of this toolkit. As stated in the “Purpose and organization of the guide”, the intended audience for the instructions in this toolkit varies by the task at hand. The survey implementation team that undertakes the field work does not need to be involved in organizing the national workshop, for example; nor does the project manager need to be directly involved in the field work. The practical steps below, therefore, are differentiated by the actors involved.

Project manager

In general, the tasks for the project manager involved in running a SWTS are:

1. Liaise with country government representative(s) and other stakeholders to determine the need for and the objective of a SWTS (see box 1.2). Organize a Steering Committee if needed (see box 1.3).

2. Locate survey implementation team.

As mentioned above, one consultant group might or might not meet all of the needs for survey production. A national statistical office, for example, might be the logical partner for the tasks relating to running the survey (given their expertise on sampling design, likelihood of having pre-trained staff for field work and data entry, etc.); however, they might not have the capacity to undertake analysis and write a final report, in which case a separate contract (or sub-contract) should be written for this task.

The project manager might wish to take bids from different consultancy groups, asking each to provide details on the methodology they would use and the fees expected, before making a choice and coming to agreement on a contract. The following checklist of questions should help in the identification of a good survey implementation partner (note, if the project manager does not have the expertise to judge on some of the more technical elements of proposals (sampling framework, etc.), s/he should make sure to seek the input of other technical experts):

- Does group X have significant survey implementation experience?
- Do they have the expertise to draw up a nationally-representative sample?
- Do they have on-hand (or on-call) field surveyors?
- Do they have the capacity/expertise to co-ordinate training of field surveyors?
- Do they have the facilities (computers and software) to input data and tabulate results? (note that SPSS is the software most often used)
- How many people do they plan to dedicate to the project?
- Is the proposed sample size reasonable?
- Is the time frame proposed reasonable?
- Is their per-unit price reasonable?

If also engaged as report writers:

- Can group X demonstrate an example of a satisfactory analytical report?

3. Design the terms of reference and finalize the agreement with the survey implementation team.

Generic terms of reference for the SWTS are included as Annex 1.2 to this module. Module 5 includes a generic outline for the final report. This should be included with the terms of reference and discussed with the survey implementation team to ensure their capacity for delivery.

4. Technical backstopping.

Additional technical backstopping, beyond what is provided in this toolkit, may be required of the project manager. At the very least, the project manager should be in

a position to put the survey implementation team in touch with an appropriate technical expert based on the nature of a query (for example, for assistance or approval of a sampling framework or for advice on questionnaire design).²¹

5. Provide comments on the draft report.

Comments could be self-generated or passed on from other technical experts.

6. Collect raw data from the survey implementation team and organize inclusion in larger SWTS database.

This task applies if the ILO serves as lead organization since the ILO Youth Employment Programme (YEP) will house a database of SWTS results from all countries involved. Data should be passed on to the YEP representative who will arrange for inclusion in the database and eventual dissemination of data to a wider audience.

7. Arrange for publishing of the final report.

If deemed to be of sufficient quality, the final analytical report should be published. This task could entail arranging for additional editing and formatting of the report. The outlet for publishing depends on the organizing unit. Numerous ILO SWTS reports are currently published under the ILO Employment Papers working paper series²² and this option remains available for future reports if liaised through the YEP. Alternatively, ILO field offices may wish to publish through their own series.

8. Organize a national workshop.

Organizational work for the high-level national workshop where survey results are to be discussed and policy recommendations generated can begin anytime throughout the SWTS process; in fact, the sooner the better. See Module 5 for more information and detailed instructions.

9. Follow-up.

No specific follow-up action is prescribed here since it will vary from country to country. It could be possible that a country wishes to incorporate a module based on the SWTS questionnaire into their labour force survey, in which case follow-up along technical lines will be required. Other follow-up actions might be more political in nature, perhaps broadcasting findings within a consultative process aimed toward the design, implementation or monitoring of a national action plans for youth employment.

²¹ Expertise on the SWTS is currently housed within the ILO Youth Employment Programme (YEP) in Geneva. Project managers are advised to keep YEP informed of on-going survey work and are encouraged to make use of the YEP network of technical experts.

²² See current publication list at: www.ilo.org/employment/Areasofwork/lang-en/facet-LOC.EMP-EMP.YOU-TYP-Publication-2772/WCMS_DOC_EMP_ARE_YOU_EN/index.htm.

Box 1.3 Using a Steering Committee or an Advisory Group

The project manager may wish to organize a Steering Committee or Advisory Group in order to ensure buy-in from all youth employment-related stakeholders. For the SWTS in Nepal, for example, a Steering Committee consisted of members from government agencies, trade unions and the ILO and was chaired by members of the National Planning Commission of Nepal. One might also include members of employers' organizations and youth groups. The Steering Committee could provide the overall guidance to the study, periodically review its progress and appraise its final findings. If one exists, the Chair of the Steering Committee may wish to host the final workshop where survey results are presented and policy recommendations are decided upon (see Module 5).

Note that using a Steering Committee adds more tasks to those of the project manager, including:

- ensuring balanced, tripartite membership in the Steering Committee;
- organizing the meeting of the Committee and the minutes of the meeting; and
- keeping Committee members informed on survey progress and seeking their input where necessary

Survey implementation team

In general, the steps of the survey implementation team contracted by the project manager to run a SWTS involve:

1. Negotiate terms of reference and sign contract.

The terms of reference should provide detail on the sampling methodology proposed and the size of the sample. The survey implementation team and the project manager should negotiate the consultancy fees based on the unit cost of interviews, etc.

2. Finalize sample framework (see Module 3).
3. Finalize questionnaire and translate into working language of the country.
4. Hire field staff and organize training of field surveyors.

The organization of the tasks necessary to undertake field work and follow-up (data entry, etc.) is left to the discretion of the survey implementation team. Some teams may have sufficient staff to handle all of the work entailed in survey implementation and others may need to sub-contract tasks to other persons.²³

5. Hold training of interviewers.
6. Undertake field work.
7. Data entry and tabulation of output tables (see Module 4).
8. Send raw data and final questionnaire (English version) to project manager.
9. If agreed upon in the terms of reference, write draft analysis report and send to the project manager for review (see Module 5).

The report should be in English so translation might need to be arranged if the initial draft is composed in a different language.

10. Finalize analysis report based on comments received from the project manager.

²³In running the SWTS in Kosovo, the project manager insisted that the field staff to be taken on be young people on temporary hire, thus providing a few lucky youth with an opportunity for training, work experience and a temporary wage.

Table 1.1 Outline of tasks in SWTS implementation			
Task	Project manager	Survey implementation team	National workshop participants
Organization			
Liaise with country government representative(s) to determine need and objective of SWTS			
Organize funding			
Locate survey implementation team			
Finalize terms of reference defining tasks, roles and delivery and payment schedule			
Implementation			
Design sampling framework			
Finalize questionnaire; translate and format			
Organize field staff and host training of interviewers			
Field work (gather data)			
Input data and tabulate output tables			
Report writing*			
Write analytical report			
Follow-up			
Organize national workshop			
Develop policy recommendations on youth employment			
Key			
	Primary responsibility		
	Technical input/backstopping		
* Responsibility for report writing is to be defined during the project planning stage. In some circumstances, the survey implementation team may have the capacity for report writing; otherwise, the project manager should identify and supervise an external report writer.			

1.3.3 Costs

A typical SWTS will cost from US\$ 30,000 to US\$ 50,000. It is not a cheap endeavour. Costs should be based on a detailed breakdown of items and negotiated with the survey implementation team. Two examples of cost breakdowns follow:

(Sample 1)		
#	Item	Cost, US\$
1	DSA (missions of ILO technical expert(s) to the country)	7,000
2	Transportation cost for data collection	11,000
3	Travel and subsistence allowances of working group members for monitoring	8,100
4	Printing cost of questionnaires and manuals	1,800
5	Household remuneration	4,200
6	Honorarium for working group members	900
7	Training for enumerators and supervisors	3,300
8	Data processing	1,900
9	Making brief analysis	1,000
10	Translation cost	1,000
11	Postal cost (communications and luggage cost for sending questionnaires to the provinces)	1,400
12	Sundries (paper, toner for printer and photocopier, stationery, etc.)	900
Total cost		43,000

(Sample 2)	
Item	Cost, US\$
Designing and preparing the questionnaires and samples	3,200
18 enumerators for 30 days	3,600
9 supervisors for 30 days	2,000
3 senior experts for 30 days	1,500
3 data entry operators for 25 days	1,300
1 data entry supervisor for 25 days	1,000
1 coordinator for 30 days	900
Preparing the maps	1,300
Renting 9 cars for 30 days	2,800
Training	1,800
Software for data entry, verifying and editing	2,700
Preparing the final report	3,500
Miscellaneous	2,800
Total cost	28,400

Besides the proposed cost breakdowns shown in the two samples, other costs to consider include:

1. Cost of missions of project manager to get the project going, if necessary, and to attend national workshop.
2. Cost of mission of ILO technical expert(s) to country (to work with survey implementation on adaptation of questionnaire, training on tabulation of results).
3. Cost of national workshop (more details in Module 5).

Annex 1.1

Summary methodologies of SWTS in ten countries

1. Azerbaijan

The SWTS in Azerbaijan was jointly conducted by the State Statistical Committee and the Ministry of Labour and Social Security of the Population of Azerbaijan Republic. The sampling frame of the population aged 15-29 years in Azerbaijan was based on the labour force survey conducted in March 2005 and was undertaken in three stages. The first stage involved the actualization of urban or rural settlements by the number of households. The second stage involved enumeration of household units meeting defined sex and age groups, and the final stage applied random sampling to obtain a final list of households to be surveyed.

Final report: State Statistical Committee of the Republic of Azerbaijan: *The sample statistical survey "On transition of youth of age 15-29 years from education to working activity in Azerbaijan"* (Baku, State Statistical Committee of the Republic of Azerbaijan, 2006).

2. China

The SWTS covering 15-29 year-olds was conducted by the Research Institute of Labour Sciences of the Ministry of Labour and Social Security. They adopted a stratified sampling method in order to make samples more representative. Four cities were selected for the survey and districts, counties and subordinated neighbourhoods or villages in each city to be covered by the survey were then determined. Sampling was done in two of the cities in accordance with the sample composition requirements and based on full knowledge of the youth population in the surveyed communities and villages, while random sampling was used in selected neighbourhoods of the other two cities in accordance with the required sample size.

Final report: Unpublished.²⁴

3. Egypt

The implementation of the SWTS was handled by an experienced research group, El Zanaty and Associates. The sample data was collected for youth aged 15-29 years. The sample was designed to provide estimates for the main regions (Urban Governorates, Lower Egypt and Upper Egypt) and different types of areas (urban/rural). Overall, the sample selected for this survey was national in scope cov-

²⁴ Draft report is available on request.

ering 10 governorates selected randomly; eight of them represented the rural governorates, four from Lower Egypt and four from Upper Egypt, while two of them represented the urban governorates. The number of households to be selected from each governorate was determined in proportion to the population size of the governorate (self-weighted sample). Around 30 households were selected from each primary sampling unit (PSU). In order to have wider coverage of the sample and to guarantee male/female representation, two segments – one male and one female – were selected and interviewed from each PSU. The Interim Egypt Demographic and Health Survey 2003 sample units were used as a frame for the sample selection. Employers were interviewed according to two samples, one for formal sector enterprises (with licences and regular accounts and based on the Commercial Ahram Guidebook as a frame) and the other for informal sector enterprises (based on a list made by the data collection team).

Final report: El Zanaty and Associates: “School-to-work transition: Evidence from Egypt”, Employment Policy Paper No. 2007/2 (ILO, Geneva, 2007); www.ilo.org/emppolicy/what/pubs/lang—en/docName—WCMS_113893/index.htm.

4. Islamic Republic of Iran

The survey was run by the Statistical Research Centre in the Islamic Republic of Iran with oversight from the Ministry of Labour. They applied a two-stage cluster probability sampling for 15-29 year-old youth. The cluster in rural areas was an *abadi* or a group of small *abadis* and in urban areas was a neighbourhood or a group of small neighbourhoods. In the first stage, sample clusters were selected by probability proportionate to size (PPS). In the second stage, in each selected cluster, equal numbers of households were selected at random. Due to financial constraints, the survey was run in three (of 28) districts that cover approximately 27 per cent of the country’s population, with the selection including the districts with the highest and the lowest youth unemployment rates. Unlike in most other countries, the employers’ survey was also implemented on a household basis.

Final report: Unpublished.

5. Jordan

The survey in Jordan was conducted by the Department of Statistics (DOS) between 2004 and 2005 with financial and technical support from the ILO. Using the sample frame of the Employment and Unemployment Housing Survey of 2003, the survey sample (1,739 persons) was selected using a two-stage cluster design for the youth sample in the areas of Amman, Irbid and Karak. A similar method was used to select the employers’ sample. The sample of both youth and employers posed a major challenge to the survey. On the one hand, the sample frame for youth was already six months old, meaning changes in the status of youth that occurred in the meantime had to be dealt with. Similarly, some selected establishments had closed so that alternative units had to be taken. Despite such challenges, the final sample was representative but some of the sub-variables were too small to use for analysis.

Altogether, a team of 30 individuals conducted the survey after receiving technical training on the questionnaires.

Final report: Unpublished.

6. Kosovo

The survey was jointly implemented by the ILO, the Ministry of Labour and Social Welfare, and the Ministry of Culture, Youth and Sport. The sampling frame was drawn from the 2003 labour force survey by the Kosovo Statistical Office, and the sample covered 15-24 year-olds. Relative inexperience on the part of data collectors meant that there are slight reliability issues with some of the data – for instance, it is reasonable to assume some urban bias. Based on population distribution and ethnic origin, the approximate sample size of the survey was 1,450 individuals – young men and women living in urban and rural communities (870 in rural and 580 in urban areas) – and 600 employers in the five administrative regions. In the end, only 261 (of a planned 600) employers were interviewed.

Final report: V. Corbanese and G. Rosas: “Young people’s transition to decent work: Evidence from Kosovo”, Employment Policy Paper No. 2007/4 (ILO, Geneva, 2007);

www.ilo.org/emppolicy/what/pubs/lang—en/docName—WCMS_113895/index.htm.

7. Kyrgyzstan

The overall objective behind the survey was to contribute to a further development and implementation of the National Employment Programme with respect to youth employment. This overall objective had two aspects: 1) to generate more detailed information on the labour market situation facing young people in Kyrgyzstan; and 2) to enhance the capacity of the Ministry of Labour and Social Protection and the social partners in carrying out data collection and processing. Mainly for the latter reason, the design of the survey was purposive and the questionnaires were distributed through the networks of the Ministry of Labour and the social partners. Such a method of data collection had a double impact on the analysis of the survey results. On the one hand, there was some institutional screening of the respondents, which helped to familiarize the institutional partners with questions relevant to youth employment and to strengthen their networks. On the other hand, the method put some serious limitations on the reliability of the information obtained, as well as institutional bias on the sample distribution. A considerable amount of caution was exercised in the ensuing analysis of the survey outcome in order to compensate for the lack of a representative sample. The final sample was 1,869 youths (aged 15-29 years) and 446 employers.

Final report: M. Matsumoto: “Report of the School-to-Work Transition in Kyrgyzstan”, Working Paper No. 2 (ILO, Moscow, 2006);

www.ilo.org/public/english/region/eurpro/moscow/info/publ/kyrgystanreport.pdf.

8. Mongolia

The ILO partnered with the National Statistical Office for the SWTS in Mongolia to collect information on youth aged 15-29 years. They undertook a two-strata (stage) proportional sampling method. In the first stage, the organizers selected administrative units by a proportional probability method and, in the second stage, households were selected by random sampling, requiring a list of current total households, after which 30 households were selected by random sampling. The sample was modified to ensure equal coverage of men and women. Employers surveyed were randomly selected from a database of registered businesses of the National Statistical Office.

Final report: F. Pastore: “School-to-work transitions in Mongolia”, Employment Working Paper No. 14 (ILO, Geneva, 2008);

www.ilo.org/employment/Whatwedo/Publications/lang—en/docName—WCMS_105100/index.htm.

9. Nepal

A research institute, New Era, implemented the SWTS in Nepal with guidance from the ILO and a Steering Committee, chaired by members of the National Planning Commission of Nepal. Three geographical areas, covering five districts (rural and urban areas) were selected. From each of the three selected areas, 400 dwellings were chosen from separate lists of municipality (urban) wards and village (rural) wards generated from the population census of 2001. The list of rural wards excluded those rural wards which were considered by the district officials as too insecure at the time of the survey due to continuing civil clashes. From these two separate lists, ten clusters each were selected by method of probability proportionate to size (PPS). Second, in each selected rural and urban cluster, the survey team first listed all dwellings in the cluster and selected 20 dwellings following a systematic random sampling method. The interviewers listed all youth in the 15-29 year age group who were staying in the dwelling selected in the cluster and tried to interview all of them. Employers were selected from a list of private sector enterprise generated with the help of local chapters of the Federation of Nepalese Chambers of Commerce and Industries (FNCCI) and the Federation of Nepalese Cottage and Small Industries (FNCSI).

Final report: New Era: “School-to-work transition: Evidence from Nepal”, Employment Working Paper No. 10 (ILO, Geneva, 2008); www.ilo.org/employment/Whatwedo/Publications/lang—en/docName—WCMS_105078/index.htm.

10. Syrian Arab Republic

The survey covered 15-24 year-old youth and five provinces – Aleppo, Hamah, Damascus, rural Damascus and Tartus – with representation of all four geographic regions of the country. It was conducted by the Central Bureau of Statistics using the Population and Housing Census of 2004 as a sample frame. The sample distribution was split with 60 per cent urban coverage and 40 per cent rural. A three-phase cluster sampling was used to select the desired number of youth in each province according to the relative composition of the targeted categories and depending on

the results of the population census of 2004. The counted units used in the 2004 census were adopted to select counting units according to the method of probability – proportional-to-size sampling in the first phase. In the second phase, 15 families were selected from every unit designated in the first phase according to systematic random sampling. Regarding the sample of employers, 200 establishments were randomly selected from the 2004 official listing of registered businesses.

Final report: S. Alissa: “The school-to-work transition of young people in Syria”, Employment Policy Paper No. 2007/3 (ILO, Geneva, 2007);
www.ilo.org/emppolicy/what/pubs/lang—en/docName—WCMS_113894/index.htm.

Annex 1.2

Sample terms of reference for survey implementation team

Note: Explanatory text is italicized and marked in orange.

TERMS OF REFERENCE (TOR)

Service contract
 for __ *(survey implementation team)*

School-to-work transition survey in country X

1. Background information

The school-to-work transition survey (SWTS) is a statistical tool that helps countries improve their youth employment policy and programme design through a better understanding of the characteristics and determinants of the youth employment challenge.

The SWTS is conducted through interviews of a sample that reflects the composition of the targeted population. Information is collected through a questionnaire that captures both quantitative and qualitative data relating to a number of aspects (e.g. education and training, perceptions and aspirations in terms of employment and life goals and values, job search process, family's influence in the career choice, barriers to and supports for entry into the labour market, wage versus self-employment preference, working conditions, etc.). A second questionnaire gathers information from employers with an aim toward determining the extent of demand for young workers and the attitude and expectations of employers in hiring young workers.

Provide details specific to the country's youth employment situation, focusing on government concerns, needs for more information and policy intentions (example below from the terms of reference utilized in Mongolia).

Youth employment features high on the agenda of the government of country X. A national tripartite steering committee was formed in 2005 with the task of formulating an action plan to address the youth employment challenge. To date, however, too little is known about the characteristics and determinants of the youth employment challenge as well as the opportunities for and aspirations of young people, their difficulties, working conditions, etc.

Country X has a young population, with 55 per cent below the age of 25 years. Young people account for one-fifth of the labour force and 37 per cent of total unemployment. The youth unemployment rate (23 per cent) is higher than the adult unemployment rate (15 per cent). High rates of youth unemployment among educated youth in urban areas are blamed on the inappropriate education and training at the secondary level and at the university level. Indeed, public and private training institutions are encountering severe difficulties in providing young people with the knowledge, skills and attitudes needed for modern enterprises. Moreover, the mismatch between the training provided by existing training institutions and the skill requirements of the workplace is widening.

Another reason is the changing preferences of young people. Youth moving to complete their education in cities, especially X, are reluctant to return to the countryside. Links with the global economy through information technology make the traditional lifestyle of a livestock herder less attractive. Yet there are not enough jobs in the formal sector of urban areas to absorb the young job-seekers with technical training or university education. Some new entrants to the labour market are attracted to the higher incomes of overseas jobs – often in positions below expectations based on diplomas and degrees.

Issues of youth employment in country X are closely tied to general trends in the labour market. The first decade of the transition from a command economy to a market system witnessed tremendous changes in the rural sector with the dismantling of agricultural collectives and state farms together with cutbacks in public expenditures to support administration, schools, clinics and infrastructure. Privatization of livestock at first provided new opportunities for herders and farmers as well as workers laid off from government jobs and state-owned enterprises in the cities to obtain employment and livelihoods in rural areas. Others found jobs in provincial capitals. However, increases in the numbers of herders and livestock came to an abrupt end with a series of harsh winters and summer droughts that resulted in many families losing their animals during 2000-04. The unemployment and poverty that followed have contributed to a growing stream of migration from rural areas to urban centres.

With the formal sector unable to absorb unemployed workers and new entrants, many persons in country X have found employment in the informal economy. Data from the Labour Force Survey 2002-03 indicate that 27 per cent of non-agricultural employment is in informal activities. Most (71 per cent) informal jobs are in urban areas and 45 per cent are held by women.

There is increasing awareness among policy-makers about the growing problem of youth un(der)employment and the need to systematically address it. There have been some efforts through specific programmes to enable young people's access to the labour market and to provide various incentives for employers to hiring and training young people. Within this context, the survey approach responds to the current needs whereby greater knowledge and information will be vital for effective and long-term policy solutions and appropriate interventions. The school-to-work transition survey will provide country X policy-makers with a firm information-base to formulate a solid youth employment action plan.

2. Objectives of the survey

The overall objective of the survey is to ... *(insert text from section 1.1.2).*

The specific objectives of the survey are to collect and analyse information on the various challenges, attitudes and situations that influence young men and women while they are making the transition from school to work. Attention will be given especially to gender differences in this process. The presentation and dissemination of the information should feed directly into policy-making for youth at the national level. At the regional level, the survey should provide an example and stimulus for other countries in the region to engage in similar approaches towards youth employment.

3. Scope and methodology of the survey

This survey will be conducted by __ *(survey implementation team)*. __ *(organization of the project manager)* will be providing all technical support. The following is the suggested methodology of the SWTS which is largely based on mutual discussions and suggestions between __ *(organization of the project manager)*, __ *(survey implementation team)* and __ *(appropriate government ministries of country X, if involved)*. There will remain room for altering/amending the suggested methodology as the actual work starts.

3.1 Adaptation and translation of generic module questionnaires

The model questionnaires developed by the ILO *(see Module 2)* will be substantially adapted to the context of country X, translated and field tested by __ *(survey implementation team)*.

3.2 Sample size, target groups and sampling methodology

Insert here information on the sample size and methodology agreed upon by the survey implementation team and the project manager for both the youth sample and employers' sample. Total targeted sample size for the youth survey to be broken down by:

- In-school youth
- Employed youth
- Unemployed youth
- Youth not in the labour market

3.3 Geographic coverage

Insert here information specific to the geographic coverage of the sample (national or regional).

4. Roles and responsibilities

The following definition of roles and responsibilities is taken from the terms of reference utilized in Jordan and assumes the existence of a Steering Committee/Advisory Group.

The survey will be developed through a consultative process with several stakeholders in order to ensure that it responds to the needs of the various social partners. As such, an Advisory Group will be formed for the duration of the survey. In terms of practical implementation, the survey will be wholly conducted by __ (survey implementation team). This includes all aspects related to: 1) questionnaire adaptation; 2) sampling; 3) data collection; 4) coding; 5) data entry; and 6) analysis. *Note that, if analysis is contracted to an external collaborator, remove from here and see terms of reference 2, below.*

Further detailed roles and responsibilities are outlined below:

4.1 ILO

The ILO will cover all the costs of the survey. It will also provide all technical back-stopping throughout the different stages of the survey.

4.2 The Ministry of Planning

The Ministry of Planning will provide the overall coordination and support for undertaking this survey.

4.3 The Department of Statistics

The Department of Statistics will be primarily responsible for the implementation of the survey and is expected to play the key role. This includes the following:

- a) Revise and finalize the youth and employer questionnaire and undertake their translation.
- b) Convene and coordinate advisory group meetings and inputs.
- c) Train data collectors and supervisors of the survey.
- d) Organize, coordinate and supervise the data collection process according to the agreed-upon sampling methodology.
- e) Collect all compiled questionnaires and verify their completeness for data processing purposes.
- f) Undertake all data coding and entry.
- g) Organize and supervise the tabulation and cleaning of raw data.
- h) Provide the ILO with all raw data after cleaning.
- i) Tabulate data according to the plan provided by the ILO.
- j) Prepare a draft analysis report based on the outline which will be agreed upon with the ILO (*again, this task is optional and may be contracted elsewhere*).

4.4 The Advisory Group (optional)

An Advisory Group will be convened throughout the duration of this activity in order to ensure that the survey will address the concerns and needs of the social partners through expanded partnerships. This Advisory Group will include the following:

Ministry of Planning, Ministry of Labour, the Vocational Training Corporation, the Ministry of Education, the General Confederation of Trade Unions of country X, the Chamber of Industry and the National Commission for Women. This advisory group will meet at least three times. The expected role will be as follows:

- Collectively agree on survey sample selection, adapted questionnaires and research methodology.
- Provide assistance from their respective positions. This may include possible in-depth interviews with workers and employers.
- Provide comments on the final report as it should reflect their concerns and priorities.
- Provide logistical and administrative assistance to the project manager in the organization and running of a national workshop where survey results are presented and discussed and policy recommendations are produced.

5. Time frame

The activities specific to running the SWTS are expected to start on __ and be completed by __ (*typically a 2-3 month period is required*).

The following is the tentative breakdown of the schedule:

Month 1 – Questionnaire adaptation, translation and training of field researchers

Month 2 – Field survey activities and data entry

Month 3 – Tabulation of results and report writing (*if required*)

6. Language

The final questionnaire, draft report (*if engaged for such*) and other documents produced by the external collaborator will be submitted in English.

7. Submission of outputs

- a) An electronic version of the questionnaires and sampling methodology will be submitted to the ILO for clearance by __ (*insert date*).
- b) An electronic version of the raw data obtained from the questionnaires will be submitted to the ILO for clearance by __ (*insert date*).
- c) An electronic version of all tabulations and reports will be submitted to the ILO for clearance by __ (*insert date*).

8. Budget estimate

The estimated total cost for the survey will be US\$ __. This is based on estimates provided by __ (*survey implementation team*) and discussed with the ILO (*attach detailed budget as an annex to the TOR*). A first payment of US\$ __ will be made upon agreement of the questionnaire and sampling procedure. A second payment of

US\$ __ will be carried out upon receipt of confirmation regarding completion of training of surveyors and field work, data entry and tabulation of raw data and submission of the latter. The final payment of US\$ __ will be carried out after completion of the remaining work and submission of raw data and once the __ (*organization of the project manager*) has expressed total satisfaction.

After the completion of the survey and the report writing, additional cost will be incurred for translation into English, printing in two languages, as well as the possibility for an independent expert to finalize the report. Any of these additional costs will be borne by the __ (*organization of the project manager*). In addition to these costs, the __ (*survey implementation team*) is expected to provide in-kind support in terms of administrative costs, access to computers, stationary, etc.

Annexes (*not included here*)

1. Detailed budget
2. School-to-work transition survey (SWTS) – Basic concepts (*use concepts and definitions from this module*)
3. Guidelines for tabulation of results (*use Module 4 of this report*) and list of output tables (*from Module 5 of this report*)
4. Template for final report of survey results (*if engaged to do so, use Module 5 of this report*)

Annex 1.3

Sample terms of reference for report writer

Note: Explanatory text is italicized and marked in orange.

TERMS OF REFERENCE (TOR)

Service contract
for __ *(insert name or organization of the report writer)*

Final report of the school-to-work transition survey in country X

1. Background information

(Same as TOR for survey implementation team above)

2. Description of tasks

Under the technical supervision of the __ *(organization of the project manager)*, the External Collaborator will produce a report analysing the results of the school-to-work transition survey in country X based on the suggested outline (see TOR for the survey implementation team). The database and initial tabulations prepared by __ *(survey implementation team)* will be used to prepare the analysis.

3. Language

The report and other documents produced by the External Collaborator will be submitted in English.

4. Submission of outputs

An electronic and paper version of the report will be submitted to the __ *(organization of the project manager)* for clearance by __.

5. Payment

The total fee of US\$ __ *(typical cost would be approximately US\$ 5,000)* will be paid through the consultant's bank account after completion of the work and once the __ *(organization of the project manager)* has expressed total satisfaction.

Annexes *(not included here)*

1. School-to-work transition survey (SWTS) – Basic concepts *(use concepts and definitions from this module)*
2. Template for final report of survey results *(use Module 5 of this report)*

