

## **GUIDELINES FOR THE PREPARATION OF NATIONAL ACTION PLANS ON YOUTH EMPLOYMENT**

*This document has been prepared by the Youth Employment Programme of International Labour Office. It is currently being used in selected countries. The text is work in progress.*

**Youth Employment Programme  
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## Contents

### Introduction

#### 1. Conducting the situation analysis

- 1.1 *Overview of the economic and social context*
- 1.2 *Analysis of the youth labour market*
- 1.3 *Review of existing policies and programmes affecting youth employment*
- 1.4 *Institutional framework and coordination on youth employment*
- 1.5 *Development cooperation on youth employment (bi- and multi-lateral, and IFIs)*

#### 2. Setting priority policies

- 2.1 *Problem identification*
- 2.2 *Generating policy options*

#### 3. Planning action

- 3.1 *Goal*
- 3.2 *Youth employment objectives and targets*
- 3.3 *Main operational outcomes and indicators*
- 3.4 *Resources*
- 3.5 *Implementation and coordination mechanism*
- 3.6 *Monitoring and evaluation*

#### 4. Identifying documents to be appended to the NAP

- 4.1 *NAP matrix*
- 4.2 *NAP Workplan*
- 4.3 *Portfolio of NAP projects*
- 4.4 *International Labour Standards and national legislation relevant to work and young persons*

### Annexes

- Annex 1: Proposed outline and content of a NAP document
- Annex 2: Indicators to map out the general labour market situation
- Annex 3: Proposed NAP matrix
- Annex 4: Proposed template of NAP workplan
- Annex 5: Proposed template for portfolio of NAP project outlines
- Annex 4: List of International labour standards relevant to work and young persons

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## Introduction

Decent and productive employment for young people is a major commitment that countries have taken in the context of the Millennium Declaration. National action plans (NAPs) on youth employment are a fundamental stride in country efforts to meet this commitment. These actions plans are country-owned and context-specific. Therefore, there is no “one-size-fits-all” model that can be rigidly recommended to countries. However, there are commonalities in the problems affecting the youth employment situation across countries as well as in the policy responses, strategies and instruments to address those problems.

These guidelines have been prepared to assist countries – including lead countries of the United Nations Secretary-General’s Youth Employment Network (YEN) – and supporting institutions in the preparation of NAPs. Their main thrust builds upon the underpinnings of recent UN resolutions on youth employment as well as on the resolution on this topic adopted at the International Labour conference in 2005.<sup>1</sup> The guidelines seek to respond to the need of countries to have a framework for the development of NAPs, as highlighted in the reports submitted for the first global analysis and evaluation of national actions plans on youth employment.<sup>2</sup>

These guidelines should be used in conjunction with the document “*Good practice process for preparing national action plans on youth employment with international technical assistance*”, which points to some important preparatory steps countries are advised to take in preparing NAPs, as well as to the modus operandi of international organizations supporting this endeavour.

### *Purpose of the guidelines*

These guidelines have been prepared to:

- Assist countries – particularly government officials, representatives of employers’ and workers’ organizations, youth groups and other relevant stakeholders to work together – in preparing a balanced and comprehensive NAP on youth employment.
- Give guidance to national institutions with regard to the information to be collected in preparation of a technical advisory mission fielded and coordinated by one of the YEN core partner agencies<sup>3</sup> at the request of the country (limited to Section 1).
- Provide a tool for the ILO, the UN and the World Bank through which they can pursue a common substantive approach to youth employment strategies, particularly to NAPs.

The guidelines introduce a framework that aims to support the development of a NAP on the basis of the policy cycle approach – that is, situation analysis and identification of the main problems, generation of policy options and the planning for implementation. In other words,

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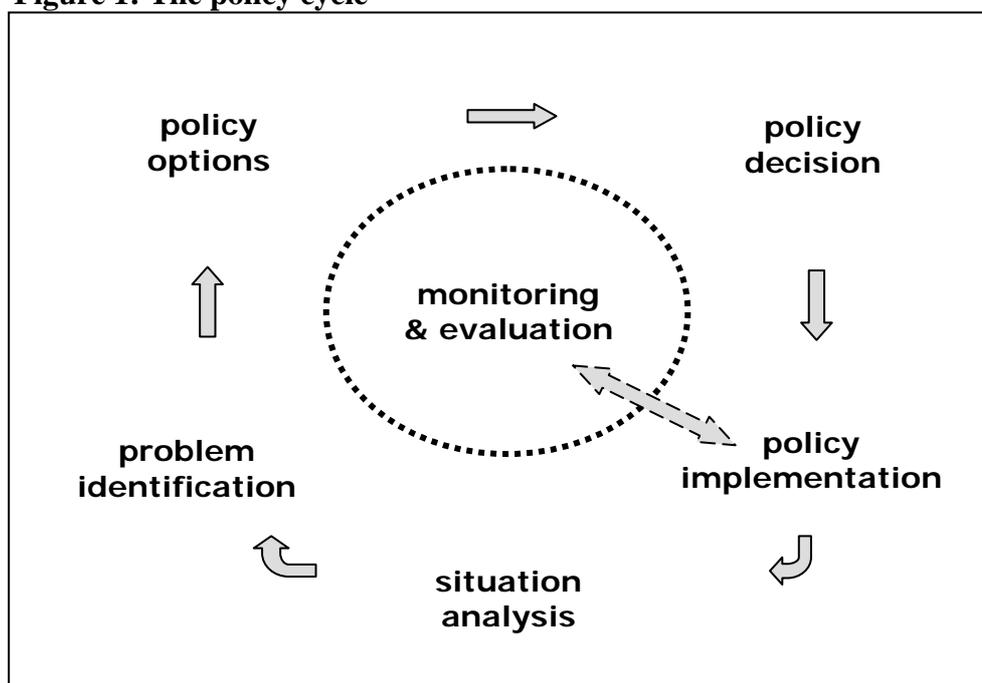
<sup>1</sup> United Nations: *Resolution on promoting youth employment* (A/RES/57/165), December 2002 and *Resolution concerning policies and programmes involving youth* (A/RES/58/133), January 2004 at <http://www.un.org/esa/socdev/unyin/library.htm#otherdocuments>; ILO: *Resolution concerning youth employment*, International Labour Conference, 93<sup>rd</sup> Session, June 2005 at <http://www.ilo.org/public/english/employment/yett/ilc93.htm>.

<sup>2</sup> See United Nations: *Global analysis and evaluation of national action plans on youth employment*, Report of the Secretary-General, (A/60/133), July 2005.

<sup>3</sup> International Labour Organization, United Nations, World Bank.

the steps of the proposed framework cover all the development aspects that are instrumental and lead to the adoption of a youth employment policy and its implementation plan.

**Figure 1: The policy cycle**



### *About the guidelines*

The decision to develop a NAP should result from a sustained commitment of the country on youth employment. As such, it should be based on the understanding that the process underpinning the NAP formulation and implementation requires both the involvement of a wide number of actors and determined action over several years.

The complexity and magnitude of the youth employment challenge in most countries call for the engagement of policy-makers from various government agencies, labour market institutions including employers' and workers' organizations, as well as representatives of interest groups such as youth associations. Highly participatory approaches are essential to ensure broad-based ownership of and support to reforms and measures aimed to improve the employment prospects of young people. The guidelines have been developed bearing in mind that participation and dialogue should underpin the whole process starting from the identification of the main problems to the evaluation and constant monitoring of the NAP implementation. Therefore, they are meant to be used as a tool to support a nationally-owned process, building on the know-how and experience of a wide array of actors. Although the modalities for the engagement of these actors vary from country to country, it is however suggested to identify, from the very start, those to be involved in the whole process and their respective roles.

The guidelines are *not* meant to be prescriptive, nor do they suggest methods of implementation of NAPs. Rather, they point to the main components and a desirable content of the NAP, which can be adjusted to national circumstances. While the proposed approach should be considered a common framework, some flexibility can be applied especially when information in the country is lacking. Annex 1 provides a proposed outline of the NAP

document. All its different components are inter-linked and the completion of the tasks foreseen under each component is instrumental to move on to the subsequent one (e.g. the situational analysis is essential to identify the main problems and define the solutions and plan action accordingly).

Against this backdrop, the NAP such as conceived in these guidelines is an *operational* document – a tool that will serve to guide country action on youth employment on the basis of a common agreement reached by all interested parties.

### ***Overview of the structure and contents***

The present document is divided into four distinct parts, each referring to the different components of the NAP document. Part 1 presents a variety of issues that should be looked into in analyzing the youth employment situation in the country. Part 2 focuses on the process of setting priority policies to tackle youth employment. Part 3 offers guidance on the operational aspects relating to the implementation of the NAP. Part 4 briefly describes the different documents that should be appended to the NAP. The annexes provide additional tools and reference material. Each part is divided into sections. The latter contain: a summary of the purpose and main guidelines for the work to be undertaken (presented in a box); and detailed guidance and information which may be used for fulfilling these tasks in preparing the relevant part of the NAP. Table 1 provides a summary description of the different sections of the guidelines.

**Table 1: Different sections of the guidelines**

Section	Summary description
<b>PART 1 – Conducting the situation analysis</b>	
<i>Overview of the economic and social context</i>	Points to the trends of main macroeconomic indicators and the youth employment provisions of macro-economic, sectoral and social policies.
<i>Analysis of the youth labour market</i>	Guides the analysis of the main indicators of the youth labour market, namely: demographic and education trends, labour force indicators, inactivity rates, wages and working conditions.
<i>Review of existing policies and programmes affecting youth employment</i>	Helps to assess existing employment and labour market policies and programmes that have an impact on the employment of young people in the following areas: i) education and training; ii) enterprise development; and iii) labour legislation and labour market policies.
<i>Institutional framework and coordination on youth employment</i>	Provides guidance to review the institutional set up and its coordination mechanism with regard to youth employment policies and programmes.
<i>Development cooperation on youth employment</i>	Leads to the mapping out of major initiatives on youth employment undertaken with the support of bi-lateral donors and/or international development assistance.
<b>PART 2 – Setting priority policies</b>	
<i>Problem identification</i>	Identifies the main problems (based on the findings of the situation analysis) to be addressed by the NAP.
<i>Generating policy options</i>	Points to the formulation of priority policies (stemming from main problems and challenges identified in the previous sections), the generation of policy options, their ranking and final selection.
<b>PART 3 – Planning action</b>	
<i>Goal</i>	Helps define the goal of the NAP and its links to broader national development frameworks.
<i>Youth employment objectives and targets</i>	Focuses on how to formulate objectives and targets to be achieved by the end of the implementation of the NAP.
<i>Main operational outcomes and indicators</i>	Provides guidance as to the definition and measurement of operational outcomes that are expected to result from the implementation of the NAP.
<i>Resources</i>	Points to the need of identifying human, material and financial resources required for the implementation of the NAP.
<i>Implementation and coordination mechanism</i>	Refers to the mechanism(s) that should be put in place for the implementation of the NAP.
<i>Monitoring and evaluation</i>	Leads to the system and tools to be used to monitor implementation and evaluate impact of the NAP.
<b>PART 4 - Attachments</b>	
	Provides: i) Guidelines to map out the general labour market; ii) templates of NAP matrix, workplan and project outlines; iii) list of International Labour Standards relevant to young people.

## 1. Conducting the situation analysis

The first section of a NAP should present the analysis of the youth employment situation in the country within existing broader policy and institutional frameworks.<sup>4</sup> This includes: an overview of provisions for young people in economic and social policy frameworks; an in-depth picture of the youth employment labour market; the 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.

This exercise aims to support policy-makers involved in the formulation of the NAP to identify the main challenges to be addressed through the analysis of the current situation, including existing strengths and weaknesses. Such an analysis should be considered as the starting point of the NAP formulation process. It provides the key information about the main youth employment problems to be tackled. For this reason, it is instrumental in moving forward to the other parts of the NAP. As already mentioned, the availability of information may vary across countries. Therefore, a certain degree of flexibility may be necessary with regard to the level of detail of the analysis. However, it is suggested that the proposed structure is followed throughout the analysis and reflected in the Part 1 of the NAP.

The process of information gathering and analysis for preparing this first section of the NAP should be guided by a number of questions. The main questions that can facilitate the analysis are highlighted hereunder:

### 1.1 Overview of the economic and social context

#### **Guidelines on the overview of the economic and social context**

**Purpose: To analyse how economic and social policies reflect employment**

**Tasks:**

- *Indicate main macroeconomic indicators and poverty level;*
- *Analyze concisely how the main macroeconomic policies and reform plans, sectoral policies as well as initiatives to foster private sector development affect employment;*
- *Analyze how main social policies, including those put in place to redress inequalities and promote social inclusion, are relevant for employment.*
- *State concisely the main problems of relevance for employment that result from the analysis of economic and social policies in your country.*

- Provide information on the trends of the main macroeconomic indicators (i.e. GDP growth rates, inflation and interest rates, public finance situation, exchange rates, foreign trade balance, FDI) and poverty indicators (i.e. share of the population living below the national poverty line, poverty gap index, GDP per capita measured at purchasing power parity and Gini index).

<sup>4</sup> Ideally the situation analysis should provide information on the trends over the past ten-year period. As regards population projections, the period should be longer.

- Analyse how the main macroeconomic policies (fiscal and monetary policy, exchange rate policy and trade) and frameworks for macroeconomic stabilization and economic development (e.g. national development plans and targets, PRSPs) affect youth employment.
- Analyse how existing sectoral policies and the related measures (e.g. fiscal incentives, infrastructure development, enabling regulations) channelled towards priority sectors are relevant for youth employment.
- Analyse how major government initiatives to foster private sector development (e.g. industrial policy, promotion of enterprises, investment policy) are relevant for youth employment.
- Analyse how existing social policies (e.g. health, housing)<sup>5</sup> take into account youth employment.

## 1.2 Analysis of the youth labour market

<b>Guidelines on the analysis of the youth labour market</b>
<p><b>Purpose:</b> To get a clear picture of the youth labour market in your country</p> <p><b>Tasks:</b></p> <ul style="list-style-type: none"> <li>- Provide an overview of the general labour market situation, where possible;</li> <li>- Provide detailed information on and analyse the main indicators of the youth labour market disaggregated by sex, age, socio-economic background, geographical location, etc.;</li> <li>- State concisely the main problems of relevance for youth employment that result from the analysis of the youth labour market in your country.</li> </ul>

This part of the NAP should provide an analysis of the youth labour market. Ideally, such an analysis should be preceded by an overview of the general labour market situation. On the one hand, this overview allows for a comparison of the youth position in the labour market relative to adults. On the other, where data on the main indicators of the labour market exist and are disaggregated, especially by age, the indicators of the youth labour market can be easily derived from them. Annex 1 provides guidance on the indicators to map out the overall labour market situation for countries which may decide to include such a general overview in the NAP.

The availability of information on the main indicators of the youth labour market is a necessary condition to identify the features and trends of the youth employment challenge in the country.<sup>6</sup> It is therefore essential for the design of a NAP that seeks to effectively address

<sup>5</sup> Given the significant impact on youth employment, educational policies – commonly clustered under social policies – should not be addressed here but analyzed in detail in Section 1.3.

<sup>6</sup> This information is usually provided by the Labour Force Survey (LFS), or alternatively, from administrative data from the Ministry of Labour and/or the employment services. In the case of unemployment, if data comes from administrative records, it should be indicated that the rate refers to “registered unemployment”. However,

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the problems that young people face in getting and keeping a job. If such information is not available, a survey of the youth labour market should be conducted prior to the development of the NAP to capture both quantitative and qualitative variables that define the situation of young people's transition to and position in the world of work.<sup>7</sup>

Where possible, age-specific data should be broken down in two youth cohorts (teenagers 15-19 and young adults 20-24)<sup>8</sup> and by other characteristics such as sex, ethnicity and disability. In general, there are some youth groups that are more disadvantaged than others and their characteristics may vary from country to country and over time. This means that risks and opportunities are unevenly spread among young people. To ensure that the NAPs are truly inclusive and cost-effective, it is crucial that this section identifies which youth groups are more disadvantaged than others in the national labour market and point to the reasons for their disadvantage (e.g. socio-economic background, lower education, geographical remoteness/isolation, labour market discrimination because of their sex, ethnic origin, and state of health or religion). Such a disadvantage tends to put them at a greater risk of social exclusion. Therefore, this analysis is important to determine the vulnerabilities that may require specific interventions to prevent and/or redress the problems at stake. The more precise the information, the better the analysis and the higher the likelihood that interventions will be successfully responding to the needs of distinct groups, especially at-risk youth.<sup>9</sup>

Specifically, the analysis of the youth labour market should focus on the following indicators:

### **Population**

- *Demographic trends* by sex and age [children (0-14) and youth cohorts] and projections, including fertility rates as well as child and old age dependency rates.

### **Education**

- *Education trends* – educational attainment, students in education, number of school leavers (dropouts), enrolment and literacy rates – by sex, age [children (0-14) and youth cohorts] and, where possible, groups (e.g. ethnic groups, youth with disability, HIV-AIDS, migrant workers), rural/urban.

### **Labour force**

- *Youth labour force participation* over the past decade disaggregated by cohorts, sex, educational level and rural/urban.

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in countries where data from LFS and reliable administrative sources are not available, information can be drawn from household surveys and living standard measurement surveys.

<sup>7</sup> The ILO has developed a statistical tool to assist countries in improving the design of youth employment policies and programmes. This tool – the School-to-Work-Transition Survey – covers the majority of the indicators listed in Section 1.2. Information on this tool can be found at: <http://www.ilo.org/youth/swts.htm>.

<sup>8</sup> The standard United Nations definition identifies youth as those aged between 15 and 24 years. However, national definitions of youth may vary considerably. The country definition as well as the relevant age-brackets should be clearly indicated in this section.

<sup>9</sup> The concept of at-risk youth is used here to refer to young people who due to certain problems (e.g. long-term unemployment, drug abuse, juvenile delinquency) are likely to be excluded from society.

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- *Youth employment trends* – employment rate, employment by economic sector and status, by public or private sector, by hours of work (including voluntary and involuntary part-time) – disaggregated by youth cohorts, sex, educational level, rural/urban.
  - *Employment by type of contract* (full time and part-time, permanent and temporary) *and status in the main job* (wage and salaried workers, self-employed workers, contributing family workers) by youth cohorts, sex and urban/rural. Where available, information should be provided by economic sector.
  - *Informal employment* by youth cohorts, sex, educational level and urban/rural. Where available, information should be provided by economic sector and status in employment.
  - *Time-related underemployment* by youth cohorts, sex and urban/rural. Where available, information should be provided by economic sector and status in employment.
  - *Youth unemployment trends* by youth cohorts, sex, educational level and rural/urban. Where available, a break down by duration should be given, especially for long-term unemployment (> 12 months).
  - *Youth-to-total unemployment rates ratio* (share of youth unemployment rate to total unemployment rate).
  - *Youth-to-adult unemployment rates ratio* (share of youth unemployment rate to adult unemployment rate).

### **Inactivity**

- *Inactivity rate and discouragement* by youth cohorts, sex, educational level, and urban/rural. If possible, the reasons for inactivity should be given to capture worker discouragement.

### **Wages and working conditions**

- *Wages and earnings* by sector and occupation disaggregated by youth cohorts, sex, educational level, and urban/rural.
- *Occupational health and safety* – number of work-related diseases, deaths caused by work-related disease, fatal and non-fatal accidents, number of accidents causing 3 or more days of absence – by sector and sex (if possible)
- *Child labour* – number of young people aged 15-17 in the worst forms of child labour<sup>10</sup> by sex and sector.

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<sup>10</sup> See Worst Forms of Child Labour Convention (No. 182), 1999.

### 1.3 Review of existing policies and programmes affecting youth employment

The review of existing policies and programmes promoting youth employment is a key step for countries committed to develop and implement NAPs. Without disconnecting from the analysis of the broader macroeconomic framework and its impact on employment addressed in Section 1.1, this section will look in particular at policies and programmes that have an impact on the employment of young people. This analysis could be guided by the following set of questions:

**General:**<sup>11</sup>

<b>Guidelines on the review of the policy framework</b>
<p><b>Purpose:</b> To identify how economic and social policies reflect youth employment</p> <p><b>Tasks:</b></p> <ul style="list-style-type: none"> <li>- <i>Identify and analyse the provisions relevant to youth employment that are contained in national development plans and strategies;</i></li> <li>- <i>Identify and analyse youth employment provisions contained in sectoral policies;</i></li> <li>- <i>If your country has a youth development policy, provide information on provisions relevant for youth employment;</i></li> <li>- <i>Assess the extent to which these policies have worked in terms of improving the employment prospects of young people;</i></li> <li>- <i>State concisely the main problems of relevance for youth employment that result from the policy framework review in your country.</i></li> </ul>

- Does your country have a national development plan/strategy? If yes, what are the provisions affecting youth, and in particular youth employment?
- Does your country have a Poverty Reduction Strategy (PRS)? If yes, what are the provisions affecting youth and, in particular, youth employment?
- Do existing sectoral policies contain specific provisions to promote youth employment? If yes, describe.
- Does your country have a youth development policy? If yes, what are the provisions for youth employment?

<sup>11</sup> In case plans and/or strategies do not contain specific provisions on youth and youth employment, the analysis should nonetheless highlight how the plans and strategies in question affect youth employment.

## Employment and labour market

### **Guidelines on the review of employment strategies and labour market information**

**Purpose:** To identify the extent to which youth employment is part of employment strategies and labour market information

**Tasks:**

- *If your country has an employment strategy, identify and analyse its main youth employment components and targets to be met;*
- *Assess the extent to which this strategy has worked in terms of improving the employment prospects of young people;*
- *Describe the strengths and weaknesses of the labour market information system and assess its relevance to youth employment;*
- *State concisely the main problems that emerge from the analysis of employment strategies and labour market information in your country.*

- Does your country have an employment strategy? If yes, what are the main components addressing youth employment?
- Is a labour force survey conducted on a regular basis? How is labour market information (LMI) collected and the system organized? To what extent does the LMI system capture the labour market situation and trends?

## *Education and training:*

### **Guidelines on the review of education and training system**

**Purpose:** To capture and analyse the main features of the education and training system and its influence on youth employment outcomes

**Tasks:**

- *Analyse the main elements of the educational policy and system, including secondary and tertiary education;*
- *Analyse the main features of vocational education and training and their relevance to labour market requirements;*
- *Analyse the main measures concerning labour market training of young unemployed and enterprise training for young workers;*
- *Identify and analyse measures for enhancing the employability of disadvantaged youth and indicate their scope and evolution over time;*
- *Assess the role and involvement of the social partners in the above-mentioned initiatives;*
- *State concisely the main problems relevant for youth employment that emerge from the analysis of the education and training system in your country.*

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- *Literacy and basic education:* What are the main elements of the educational policy and system? What are the measures taken by the government to promote universal access to quality education, including specific initiatives aimed at increasing youth literacy and basic education, and reducing dropouts? How is educational guidance provided in schools?
  - *Higher education:* What are the main features of secondary and tertiary education? How do higher education policies take account of labour market projections? To what extent is the system of higher education in line with the job opportunities available to young graduates once they finish their studies?
  - *Initial vocational education and training:* What are the main elements of the vocational education and training (VET) policy and system? What are the measures to improve access of young people to initial training? To what extent do training programmes offer work experience (e.g. training period in enterprises, work-training contracts, internships, apprenticeships, learnerships)? What mechanisms exist to promote cooperation between VET institutions and enterprises? What is the relevance of the skills provided to labour market requirements?<sup>12</sup> How are employment counselling services included in training provision?
  - *Continuous learning:* What are the government measures to (re)-train young unemployed? What measures exist to encourage enterprises to train young employees and improve their working conditions?
  - *Funding of education and training:* What is the public investment spending on education and training as a percentage of GDP? What has the trend been over the past 10 years? What are the funding mechanisms of VET and continuous learning, the main contributors and the respective share of funding?
  - *Equity and access:* What are the provisions to promote equal access of young women and men (in both rural and urban areas) to education and VET policies and programmes? What specific measures been adopted to avoid sex stereotyping in education and training? What are the measures designed for specific groups of disadvantaged youth (e.g. youth groups with low literacy)? To what extent do these policies and programmes recognize and address discrimination in employment and occupation? Are these measures designed ad-hoc or to support long-term commitments (evolution over time)?
  - *Social dialogue:* How are employers' and workers' organizations involved in the formulation and implementation of VET policies and programmes?

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<sup>12</sup> Provide information on the external efficiency of training, i.e. the percentage of trainees that have found employment in the occupation for which they were trained.

*Enterprise development:*

### **Guidelines on the review of enterprise development policies and programmes**

**Purpose:** To assess the capacity of the enterprise sector to create jobs for young people

**Tasks:**

- Analyse briefly how policies concerning the business environment and the promotion of enterprises affect youth employment;
- Assess the strengths and weaknesses of existing policies and programmes to promote youth entrepreneurship and self-employment;
- Analyse how measures taken to facilitate the registration of micro and small enterprises in the informal economy affect youth employment;
- Analyse measures to improve both wage employment and self-employment among disadvantaged youth and indicate their scope and evolution over time;
- Assess the role and involvement of the social partners in the above-mentioned initiatives;
- State concisely the main problems relevant for youth employment that emerge from the analysis of enterprise development policies and programmes in your country.

- *Business environment and enterprise development:* What are the policies governing the business environment? What are the measures to promote micro, small and medium-sized enterprise development, including cooperatives? What are the measures to facilitate the registration of enterprises in the informal economy? Describe how these policies and measures affect youth employment (i.e. wage employment and self-employment).
- *Self-employment and youth entrepreneurship:* What are the policies and programmes that promote entrepreneurship of young people (self-employment and group-based entrepreneurship)? Who are the main actors involved in the implementation of these programmes (e.g. government agencies, employers' organizations, private sector, non-governmental organizations)? What are the incentives and support services (e.g. financial and non-financial services) available to young entrepreneurs? How do these policies and measures affect young people's decisions to engage in entrepreneurship and self-employment?
- *Equity and access:* How are enterprise development and entrepreneurship measures contributing to improving access to and equity in the youth labour market, particularly with regard to young women? What are the measures to promote access to private sector employment of disadvantaged youth? Are these measures designed ad-hoc or to support long-term commitments (evolution over time)?
- *Social dialogue:* How are employers' and workers' organizations involved in the formulation and implementation of enterprise development policies and programmes promoting youth employment?

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*Labour legislation and labour market policies and programmes*

**Guidelines on the review of labour market policies and programmes (1)**

**Purpose:** To analyse how labour legislation and wage policy affect youth employment

**Tasks:**

- Describe how main labour law provisions affect youth employment;
- Describe how wage policy affects youth employment;
- Analyse how existing policies and programmes providing recruitment incentives to enterprises affect youth employment;
- State concisely the main problems relevant for youth employment that emerge from the analysis of labour legislation and wage policy in your country.

- *Labour legislation:* What are the mechanisms in place to ensure enforcement of core labour standards?<sup>13</sup> What is the minimum working age established by the law? What are the labour laws providing specific protection to young workers aged 15 to 17 years? What measures are taken to ensure that conditions of work of young people comply with national legislation? How do regulations for hiring and firing affect youth employment, including laws aimed at reducing firing costs or entitlements/social benefits of young workers? What are the rules governing temporary employment and how do they affect youth employment? What are the regulations promoting the shift of informal workers into formal employment? How do these measures affect young workers?
- *Wage policy:* Does your country have a minimum wage? And youth wages? How do these measures affect youth employment?
- *Incentives programmes:* What are the government incentives (e.g. temporary tax or social security benefits) that stimulate youth employment by reducing the cost of labour? How do these measures promote the creation of stable employment for young people?

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<sup>13</sup> A list of International Labour Standards relevant to work and young people is provided in Annex 4 of these guidelines, for easy reference.

- *Active Labour Market Measures*<sup>14</sup>

### **Guidelines on the review of labour market policies and programmes (2)**

**Purpose:** To analyse how active labour market measures affect youth employment

**Tasks:**

- *Identify and analyse the main elements and sequencing of ALMPs and their relevance for youth employment;*
- *Review targeting mechanisms of these measures, especially with regard to young people;*
- *Analyse the institutional framework for design, monitoring and evaluation of ALMPs;*
- *Identify and summarise the main features of the monitoring and evaluation system of these measures;*
- *Briefly analyse strengths and weaknesses of ALMPs and their impact on youth employment;*
- *State concisely the main problems relevant for youth employment that emerge from the analysis of active labour market measures in your country.*

- What are the main elements of active labour market policies and programmes (ALMPs) in the country (e.g. labour market training; career guidance, job search and job placement programmes; labour market information; public works and community services; employment subsidies and other work-placement schemes; entrepreneurship programmes)? What is the sequencing in the offer of these elements to participants?
- Are there specific ALMPs for young people or are the latter eligible among several groups of beneficiaries (e.g. long-term unemployed, persons with disability)? Do these measures target young people on the basis of their age only or take account of other vulnerabilities (e.g. sex, low education and low skills, socio-economic background, ethnicity, at-risk youth)?
- How are young people benefiting from active labour market programmes (e.g. numbers of participants by sex and group; number of dropouts; expenditure on youth measures as percentage of GDP)? Which groups of young people appear to benefit the most?

<sup>14</sup> Active labour market policies and programmes (ALMPs) provide income replacement and labour market integration to jobseekers (usually the unemployed, but also underemployed or employed individuals looking for better jobs). They usually include employment and training services (job search assistance, match of demand for jobs to vacancies, labour market information; training and retraining); and job creation measures (e.g. public works, community services, enterprise creation, self-employment, and employment subsidies for particular population groups).

- What mechanisms are in place to monitor these programmes (e.g. collection of data)? Has any evaluation been made of the impact of active labour market programmes? What is the impact in terms of employment and earnings of youth (provide details concerning labour market outcomes of different groups of participants)? What are the programmes or elements that work better (and for which group of youth) in terms of cost-benefits? What are the distortions, if any, produced by ALMPs<sup>15</sup>?
- *Passive Labour Market Measures*<sup>16</sup>

### **Guidelines on the review of labour market policies and programmes (3)**

**Purpose: To assess the extent to which young people benefit from unemployment and social assistance measures**

**Tasks:**

- *Indicate the eligibility criteria and coverage of unemployment and social assistance benefits for young people;*
- *Analyse the institutional framework for design, monitoring and evaluation of these measures;*
- *Assess strengths and weaknesses of these two sets of measures;*
- *State concisely the main problems relevant for youth employment that emerge from the analysis of passive labour market measures in your country.*

- What are the eligibility criteria of unemployment benefits for young unemployed and social assistance for young people?
- What is the actual coverage of these two set of social welfare benefits for young people (e.g. duration, numbers and sex of recipients, their share in registered unemployment and total labour force; average level of unemployment benefits as percentage of average wage; expenditure on unemployment benefits and social assistance as percentage of GDP)?
- To what extent do existing unemployment and social assistance benefits create incentives or disincentives for young unemployed to take up new employment?

<sup>15</sup> These distortions can be identified in terms of *deadweight losses* (the same result would have been reached without the programme), *substitution effects* (subsidized participants may replace non-participants), *displacement* (output of subsidized activities may displace that of non-subsidized) and *creaming-off* (they help those who are already better off).

<sup>16</sup> Passive labour market measures are those that provide replacement income during periods of joblessness or job search. They usually include unemployment benefits and provisions for early retirement.

**Guidelines on the review of labour market policies and programmes (4)**

**Purpose:** To assess the extent to which equity issues are reflected in labour market policies and programmes and the social partners involved in their formulation and implementation.

**Tasks:**

- *Analyse how all the above-mentioned policies and programmes contribute to improving access to and equity in the youth labour market;*
- *Assess the role of the social partners in the formulation and implementation of the above-mentioned policies and programmes;*
- *Assess the scope and evolution over time of labour market programmes for young people;*
- *State concisely the main problems relevant for youth employment that emerge from the analysis of labour market policies and programmes in your country.*

- *Equity and access:* How are all the above-mentioned measures contributing to improving access to and equity in the youth labour market, especially with regard to young women? What are the measures designed to promote access to employment of disadvantaged youth? To what extent are these measures designed ad-hoc or to support long-term commitments?
- *Social dialogue:* How are employers' and workers' organizations involved in the formulation and implementation of these policies and programmes?

#### 1.4 Institutional framework and coordination on youth employment

This section provides guidance as to how to review the institutional framework and coordination mechanisms relating to youth employment policies and programmes.

<b>Guidelines on mapping of institutional framework and coordination mechanism</b>
<p><b>Purpose:</b> To identify and analyse the main features of the institutional framework and coordination mechanism on youth employment</p> <p><b>Tasks:</b></p> <ul style="list-style-type: none"> <li>- Analyse the role and responsibilities of government institutions involved in youth employment at both national and local levels, including the coordination mechanism, and indicate strengths and weaknesses;</li> <li>- Assess the role and functions of the Public Employment Service with regard to youth employment, and highlight strengths and weaknesses;</li> <li>- Assess the role and involvement of the social partners in the design, monitoring and evaluation of youth employment policies and programmes;</li> <li>- Identify how non-governmental organizations, especially youth associations, are involved in the process and whether there is a specific government institution supporting their work and channelling their concerns into government decisions;</li> <li>- State concisely the main problems relevant for youth employment that emerge from the analysis of the institutional framework and coordination mechanism s in your country.</li> </ul>

The main issues to be looked at in this review are captured in the following questions.

- What initiatives have been put in place to support policy coordination on employment, and particularly on youth employment?<sup>17</sup>
- Which is the lead ministry and/or national agency responsible for youth employment? What other ministries and/or central government agencies are dealing with youth employment? What is the coordination mechanism of these central institutions? Assess strengths and weaknesses.
- How is the Public Employment Service involved in youth employment? What services do they provide to young people? Assess strengths and weaknesses.
- What are the coordination mechanisms between central and local institutions dealing with youth employment? How are policies and programmes on youth employment implemented at the local level? Assess strengths and weaknesses.

<sup>17</sup> See Employment Policy Convention (No. 122) and accompanying Recommendation (No. 122), 1964.

- What are coordination mechanisms between public and private agencies (including private employment agencies) dealing with youth employment? Assess strengths and weaknesses.
- What is the role played by employers' and workers' organizations in the governance of the youth labour market? Do they have specific initiatives promoting youth employment (e.g. organization and representation of young entrepreneurs and young workers)? Do they address youth concerns throughout their activities (e.g. social dialogue, collective bargaining)? Assess strengths and weaknesses.
- What is the role of national and international non-governmental organizations in dealing with youth employment initiatives?
- How are young people involved in youth employment issues?

### 1.5 Development cooperation on youth employment (bi- and multi-lateral, and IFIs)

This section aims at mapping out the main youth employment initiatives in the country that are sponsored by bi-lateral donors and/or international development assistance.

<b>Guidelines on development cooperation on youth employment</b>
<p style="text-align: center;"><b>Purpose: To map out major bi- and multilateral initiatives on youth employment</b></p> <p><b>Tasks:</b></p> <ul style="list-style-type: none"> <li>- <i>Identify and briefly describe main ongoing projects and programmes on youth employment sponsored through international assistance;</i></li> <li>- <i>If applicable, identify and describe also youth-related projects and programmes with which synergies could be built during the implementation of the NAP;</i></li> <li>- <i>Summarise lessons learned from previous bi- and multilateral assistance on youth employment;</i></li> <li>- <i>State concisely the main problems of international cooperation on youth employment in your country.</i></li> </ul>

The following questions could be used for assessing existing initiatives.

- What are the youth employment initiatives that are sponsored through international assistance?
- Who are the main donors?
- What is the funding available?
- What coordination mechanisms are in place to implement these initiatives?
- Has any evaluation of these initiatives been done and, if yes, what was their impact on the generation of sustainable employment for youth? And what are the lessons learned? Describe briefly.

## 2. Setting priority policies

Based on the results of the analysis in the previous section, the second part of the NAP should focus on the identification of the main youth employment problems and priority policies to tackle these problems at the country level, including the rationale and justification for these priorities.

### 2.1. Problem identification

#### Guidelines on problem identification

**Purpose:** To identify the problems to be addressed by the NAP

**Tasks:**

- *After establishing a hierarchy of the problems identified in each section of the situation analysis, select and describe the problems to be addressed by the NAP and the rationale for their selection;*
- *Analyse the causes and the effect of the selected problems and reflect this analysis in the NAP.*

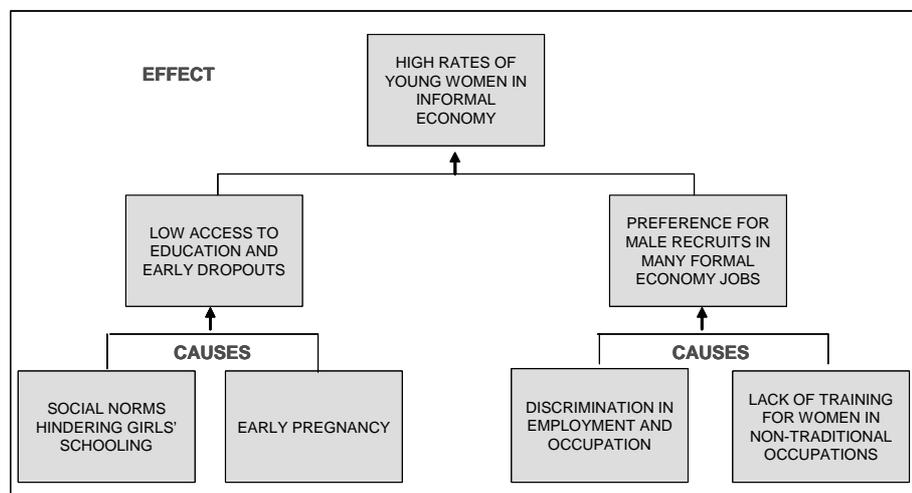
The identification of the main youth employment problems is key to devise ways and means to address these problems. At this stage of the NAP development process, the main problems can be defined thanks to the findings of the situation analysis. This stage builds the foundations for the generation of policy options and their order of priority to tackle the problem. It establishes the causes and effects, as well as their relationship, of the current situation (see tables X and Y below).

The possible steps to be followed in the identification and selection of the main youth employment problems to be addressed by the NAP could be:

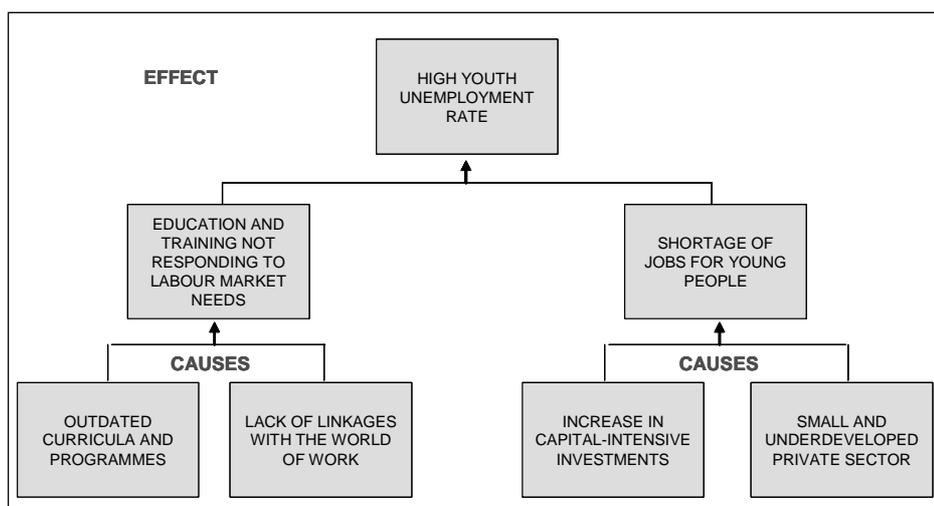
- a. *List problems identified in each section of the situation analysis*  
The list should be established by going back to and writing down the “problems” identified at the end of each section of the situation analysis.
- b. *Establish a hierarchy of problems and select those to be addressed by the NAP*  
The hierarchy of problems and the selection of those to be addressed by the NAP should be done on the basis of priorities agreed upon among all actors involved in the preparation of the NAP. The number of problems to be addressed should be realistically set, taking account of national circumstances, including resources available.
- c. *Analyse the causes and effects of the selected problems*  
The analysis should trace back the causes that have produced each identified problem (the latter being the *effect*) as well as the link among the causes themselves and their ultimate effect. Unlike steps a) and b), the analysis described in step c) should be reflected in the NAP document. Diagrams X and Y illustrate – in a simplified way –

two examples of cause-effect relations. Similar diagrams can be used to analyse the problems, and their cause-effect relations, that the NAP will address.

**Diagram X: Cause-effect relation of high rates of young women in the informal economy**



**Diagram Y: Cause-effect relation of high youth unemployment rate**



## 2.2 Generating policy options

<b>Guidelines on generating policy options</b>	
<b>Purpose:</b> To identify policy options to tackle the selected youth employment problems to be addressed by the NAP	
<b>Tasks:</b>	
<ul style="list-style-type: none"> <li>- Identify the main policy areas to tackle the selected youth employment problems;</li> <li>- Within these policy areas, identify and analyse policy options based on the criteria of desirability, affordability and feasibility;</li> <li>- State concisely the rationale and justification of each identified policy option</li> </ul>	

Policy priority setting should be based on the evaluation of a number of options enabling decision makers to choose those policies they consider the most effective to address youth employment. Similarly to other policy areas, youth employment policy options are the resultant of interventions across several policies (e.g. macroeconomic, sectoral and social policies; education and training policies; enterprise development policies; and labour market policies). Box y3 provides a checklist of policy areas to be considered while developing the NAP.

**Box y3: Checklist of main policy areas relevant to youth employment**

<b>Economic and social policies</b>	<ul style="list-style-type: none"> <li>▪ Trade policy</li> <li>▪ Exchange rate policy</li> <li>▪ Monetary policy</li> <li>▪ Fiscal policies</li> <li>▪ Sectoral policies (e.g. agriculture, industrial policy, investment policy and infrastructure)</li> <li>▪ Social policies (e.g. health, housing)</li> </ul>	<b>EQUITY</b>
<b>Education and training</b>	<ul style="list-style-type: none"> <li>▪ Literacy and basic education</li> <li>▪ Higher education</li> <li>▪ Initial vocational education and training, including work experience</li> <li>▪ Workplace continuous learning</li> </ul>	
<b>Enterprise development</b>	<ul style="list-style-type: none"> <li>▪ Enabling business environment</li> <li>▪ Micro, small and medium-sized enterprise development, including cooperatives</li> <li>▪ Self-employment and youth entrepreneurship</li> </ul>	
<b>Labour legislation and labour market policies and programmes (LMPs)</b>	<ul style="list-style-type: none"> <li>▪ Labour legislation</li> <li>▪ Wage policies</li> <li>▪ Active LMPs (e.g. employment services, labour market information, public works, employment subsidies)</li> <li>▪ Passive LMPs (e.g. unemployment and social assistance benefits)</li> </ul>	

Source: Adapted from ILO: *Employment strategies for Decent Work Country Programmes: Concepts, approaches and tools for implementing the Global Employment Agenda*, GBI/295/ESP/11, Governing Body, March 2006.

As pointed out in the box above, *equity* issues should cut across the different policies and underpin the priority policy setting process with a view to promoting fairness of the youth labour market through equitable income distribution and equality of opportunities across different groups. At the same time, the policy choice should not be made at the expenses of groups who are socially and economically vulnerable. For instance, the decision on how public expenditure is allocated to specific measures and from whom taxes are collected determines the degree of equity of fiscal policy. Similarly, policy priorities for young workers should not result in the displacement of other workers.

The evaluation of the desirable *policy options* can be done by building a “scenario” that estimates the possible implications of one set of policies versus another one. In other words, the scenario should anticipate the effects of a policy option and compare them with those deriving from present policies. This exercise should be informed by a number of considerations, including the desirability, affordability and feasibility of each proposed option (see box y4).

**Box y4: Criteria for prioritizing policy options**

<b>Desirability</b>	Refers to the likelihood that a policy option is “acceptable” for various interest groups. This should be assessed by addressing questions such as “Who might feel threatened?”, “Who would benefit?”, “What would make the option desirable to all groups?”
<b>Affordability</b>	Assesses the policy option on the basis of the following costs: <u>Monetary</u> - in terms of both public (fiscal) and private costs. The latter relates to the cost that direct beneficiaries, the community, enterprises and other parties may be asked to share. <u>Opportunity</u> – in terms of other measures which may benefit youth employment but would have to be abandoned to finance the current option. <u>Political</u> - in terms of diminished support of certain interests groups.
<b>Feasibility</b>	Means checking whether the human resources (staff) and time are adequate to implement the option. This should be assessed by addressing questions such as “Is the capacity of existing staff adequate to implement the policy?”, “Do they need training and technical assistance?”, “Will the staff development costs affect the affordability of the option?”

Source: Adapted from W.D. Haddad: *The dynamics of education policymaking: Case studies of Burkina Faso, Jordan, Peru and Thailand*, The World Bank, Washington D.C., 1994

These considerations should take into account the available national *policy space* – that is, the scope for domestic policies that may be available to a government within existing commitments and obligations. In order to identify options that can realistically be implemented, it is crucial to identify this space which determines the margin of manoeuvre of a government. It is up to policy-makers to identify – within the given space – the option which has the best prospects to yield high economic and social returns.

In identifying the *policy mix*, it is equally important to consider that certain interventions are likely to have a youth employment impact in the short to medium term, while others will display results in the longer term. For instance, in some countries the reform of the educational system may rank top priority. The overall impact of this preventive measure on youth employment, however, may materialize only in the long term. In other countries, easing youth transition to work could be identified as the main priority. A policy providing

incentives for enterprises hiring young people could show an employment impact in the short to medium run. In the real world, the two types of measures are not mutually exclusive. The challenge revolves around identifying the combination of preventive and curative interventions, which may have a different cost, impact and time span. The *sequencing* of these policies is also important. This leads to the need to identify and rank the different policies to be implemented in the short, medium and long term.

The final policy decision should result from the evaluation of the different policy options, based on the findings of the above-mentioned analysis. In most cases, the best technical solutions are not always compatible with available resources, conflicting demands and existing capacity. Again, the challenge is to find a fair middle ground that strikes a balance between existing constraints and opportunities. This will constitute the rationale and justification underpinning the decision-making process.

### 3. Planning action

Part III of the NAP should be dedicated to the action planning. More specifically, this part should identify and elaborate on the goal, the youth employment objectives and expected outcomes of the NAP. It should also indicate the resources required and the institutional arrangements for its implementation.

#### 3.1 Goal

<b>Guidelines on goal setting</b>
<p><b>Purpose: To identify the goal of the NAP and link it to the broader socioeconomic policy framework</b></p> <p><b>Tasks:</b></p> <ul style="list-style-type: none"> <li>- <i>State the goal that the NAP seeks to contribute to within broader development goals of your country;</i></li> <li>- <i>Link the stated goal to existing national development frameworks and/or employment policy.</i></li> </ul>

The goal should indicate the overall objective that the NAP on youth employment seeks “to contribute to” within broader development goals of the country. The NAP should be explicitly linked to the main economic and social policy frameworks. If the country has a *PRS or a national development plan*, the NAP could be linked to it and contribute to achieving one or more of the objectives set out in these national plans and, at the same time, bring in a more explicit youth employment focus. The box y below gives an example of what PRS papers normally contain.

**Box y: Content of a PRS paper**

<p><b>Macroeconomic and structural issues</b>  Growth and employment  Economic framework  Fiscal and monetary policies  Trade policy and markets  Privatization</p> <p><b>Poverty status</b>  Rural and urban poverty diagnostic  Inequality, social welfare, ethnicity, youth, gender  Agriculture and land reform</p> <p><b>The consultative process</b>  <i>(The who, how, where, and when of wide ranging social dialogue)</i>  Process to date  Future commitments</p> <p><b>Good governance</b>  (Sometimes treated as a cross-cutting issue)  Legal/ regulatory/ judicial reform  Civil-service reform  Local-government reform/decentralization  Public financial management  Corruption</p> <p><b>Human development/capability</b>  Health/nutrition  Education  Human rights  Social protection/ social inclusion/ vulnerability/safety nets  Labour market</p>	<p><b>Private sector</b>  Enabling environment for business  Informal economy  Cooperatives  Credit/banking  Information and communication technology  Natural resources for production</p> <p><b>Infrastructure</b>  Energy  Transport  Water and sanitation  Utilities</p> <p><b>Poverty monitoring and analysis</b>  Institutional arrangements for poverty monitoring  PRSP indicators, targets and MDGs  Strengthening statistical systems</p> <p><b>Cross-cutting Issues</b>  Gender  HIV/AIDS  Environment  Strategic communication in PRS paper  Community-driven development</p> <p><b>Policy matrix</b>  Objectives, progress to date, planned actions  Costing, financing, budgeting, and medium-term expenditure frameworks</p> <p><b>Country specific topics</b>  Child labour  Migration  Conflict/security/disaster preparedness  Human trafficking  Food security</p>
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Source: ILO, Decent Work and Poverty Reduction Strategies (PRS) – A reference manual for ILO staff and constituents, Geneva, 2005.

If the country has adopted an *employment policy*, the goal of the NAP should be aligned with the goal of this policy. An example of a goal of employment policy is given by the Employment Policy Convention (No. 122), 1964, which states as a major goal the *promotion of full, productive and freely chosen employment*. This goal is reflected in the employment policies of many countries that have ratified C122.

### 3.2 Youth employment objectives and targets

<b>Guidelines on youth employment objectives and targets</b>
<p><b>Purpose: To set objectives to be achieved by the NAP and accompanying targets.</b></p> <p><b>Tasks:</b></p> <ul style="list-style-type: none"> <li>- <i>Identify and set objectives that can be realistically achieved within the timeframe of the NAP;</i></li> <li>- <i>If an employment policy or strategy exists:</i> <ul style="list-style-type: none"> <li>i) <i>align the specific objectives of the NAP with the relevant ones of the employment policy/strategy; or</i></li> <li>ii) <i>identify youth-specific targets that can be linked to the objectives of the employment strategy.</i></li> </ul> </li> <li>- <i>Identify and set one or more measurable targets for each objective.</i></li> </ul>

The objective should indicate what the NAP aims to achieve by the end of its implementation (long-term impact). In most cases, a youth employment objective can be achieved through the concurrence of different policies. For this reason, the number of objectives should be limited and objective statements should be kept as clear and concise as possible.

Each objective should be accompanied by one or more quantifiable or verifiable targets to be reached. Targets provide benchmarks to monitor the progress made towards the achievement of objectives and evaluate the impact of the NAP. They help identify what needs to be accomplished and by when. They represent a commitment to be met by the country.

Examples of youth employment objectives and their targets could be stated as follows: To prevent social exclusion of young people by improving their employability [targets: i) the number of former trainees in employment is increased by 40 percent by 2009; ii) the number of school dropouts is reduced by 20 per cent by 2009; etc.].

If the country has adopted an *employment policy*, the objectives of the NAP should be aligned with those of the employment policy. This approach will enable the mainstreaming of youth employment (as a horizontal goal) into the different components of the employment policy. In case of well articulated employment policies and strategies, the NAP could contribute to make youth employment a horizontal priority by setting youth-specific targets (See box y2).

#### Box y2: Youth employment in the European Employment Strategy

The European Employment Strategy adopted by the European Union is an integrated employment policy approach centred on the broad objectives of implementing “employment policies aiming at achieving full employment, improving quality and productivity at work, and strengthening social and territorial cohesion”. Countries are guided in establishing common objectives articulated around three areas (attract and retain more people in employment, increase labour supply and modernize social protection systems; improve adaptability of workers and enterprises; and increase investment in human capital through better education and skills)<sup>18</sup>.

A set of targets is provided to help countries monitor progress. Four targets are particularly relevant for young people. These are: (i) the increase of the employment rate to 70 per cent overall, of at least 60 percent for women, by 2010; (ii) every unemployed young person should be offered a new start in the form of training, retraining, work practice, a job or other employability measure before reaching six months of unemployment; (iii) 85 per cent of 22-year-olds will have completed upper secondary education by 2010; and (iv) the average rate of early school leavers should be no more than 10 per cent by 2010.

Source: European Commission: Integrated guidelines for growth and jobs (2005-08), Luxembourg, 2005.

<sup>18</sup> The first EES was built around four pillars (i.e. employability, adaptability, entrepreneurship and equal opportunities). It has now evolved into the above-mentioned key priorities to foster an integrated employment policy approach. Both the “pillar” and “key policy priority” approaches are used for the design and development of employment strategies.

### 3.3 Main operational outcomes and indicators

#### Guidelines on operational outcomes and indicators

**Purpose:** To identify the outcomes that will be produced by the end of the NAP and set performance indicators to measure them.

**Tasks:**

- Identify and set outcomes that lead to tangible changes in policy and/or institutions within the timeframe of the NAP;
- In setting the outcomes, state them as realistically achievable ends, not as actions or means and always link each of them to a youth employment objective;
- For each outcome, set one or more SMART indicators of performance of which at least one quantitative.

The operational outcomes should indicate a tangible change in policy and/or institutions that is expected to happen within a given timeframe set out in the NAP (mid-term impact). Therefore, outcomes should be expressed in the form of realistically achievable ends, not as actions to be undertaken or means to be used. When defining an outcome statement, the scope of the NAP should be kept in mind, as well as the resources that may be available. Put otherwise, the expected change must be balanced with the resources that may be available and the scope of the NAP.

Outcomes are instrumental for the achievement of objectives, and as such have always to be linked to one of them. The set of outcomes attached to a specific objective can affect change across different policies and/or institutions. For instance, an objective that seeks to improve the working conditions of young workers aged 15-17 in hazardous work can be achieved through a combination of outcomes affecting labour legislation, labour administration and the business environment. These outcomes could include: a revised list of hazardous types of work that can harm the health or development of young workers under the age of 18; improved capacity of labour inspectorates to enforce labour legislation for the elimination of child labour and the protection of young workers; simplified procedures for enterprises in high-risk sectors to register as legal entities.

The identification of outcomes is a necessary but not sufficient condition. Concrete indicators have to be set for each identified outcome. These indicators are essential to measure performance and monitor progress overtime. They should be *specific, measurable, achievable, relevant and time-bound* (SMART). The information collected on these indicators is useful for managing decision making that keeps the NAP on track towards the achievement of its objectives. As a rule of thumb, at least one quantitative indicator should be attached to each outcome. Quantitative indicators should be based on a unit of analysis or calculation, existing baseline data and benchmarks for comparison (e.g. numbers, rates, ratios).

Building on the example mentioned earlier, the performance indicators could include: the exact number of laws that need to be amended to revise the list of hazardous types of work by exact time factor (this means that laws are identified prior to setting the indicator); the percentage of increase in compliance with labour legislation due to inspection visits by exact

time factor; a reduction by an exact percentage of the number of administrative documents necessary to register an enterprise in high-risk sectors by exact time factor.

### 3.4 Resources

<b>Guidelines on resources</b>
<p><b>Purpose: To plan the resources that will be required to implement the NAP.</b></p> <p><b>Tasks:</b></p> <ul style="list-style-type: none"> <li>- <i>Estimate the necessary (human, material and financial) resources required for the implementation of the NAP and indicate the relevant national institutions providing these inputs;</i></li> <li>- <i>Break down resources by outcome;</i></li> <li>- <i>Identify financial shortcomings and possible external sources of funding.</i></li> <li>- <i>Include the breakdown of inputs in the NAP.</i></li> </ul>

The NAP should identify human, material and financial resources that are required for its implementation. These resources should be in line with the reach of the NAP. More specifically, a sound estimate of necessary resources could be done for each outcome. This exercise is crucial for the ultimate success of the NAP. Underestimations could hamper the implementation of the NAP. Overestimations might not pass the efficiency test.

With regard to financial inputs, once the overall resource requirement is determined, it will be possible to identify the extent to which funding can be covered by national budgetary resources. In case of financial shortcomings, national authorities could either re-phase priorities within the NAP or consider mobilizing funding through bi-lateral and multi-lateral cooperation. The breakdown of inputs with indications of funding sources should be included in the NAP.

### 3.5 Implementation and coordination mechanism

<b>Guidelines on national coordination mechanism</b>
<p><b>Purpose: To identify and describe the mechanism that will coordinate the implementation of the NAP</b></p> <p><b>Tasks:</b></p> <ul style="list-style-type: none"> <li>- <i>Identify and describe the institutional mechanism that will be established and/or entrusted to ensure effective coordination of the implementation of the NAP at national and local levels;</i></li> <li>- <i>Describe the roles and responsibilities of the lead government institution;</i></li> <li>- <i>Indicate the composition, roles and responsibilities of the coordination body and, if possible, of the envisaged technical working groups.</i></li> </ul>

As shown in box y3, the array of policies that influence youth employment outcomes spans different government ministries (e.g. trade, industry, finance, commerce, education and training, employment, youth affairs). It involves central and local institutions, including employer and worker organizations, and agencies (e.g. Public Employment Services, private employment agencies, education and training providers).

To ensure coherence throughout the implementation of the NAP, it is essential to put in place a coordination mechanism that clearly identifies the role and responsibilities of the different parties involved. This mechanism could include:

- A. A coordination body (e.g. steering committee, advisory board) that includes all line ministries involved in the implementation of the NAP together with employers' and workers' organizations. The ministries should be identified on the basis of the priority policies and the outcome(s) which the different ministries will take responsibility for. Representatives of the civil society, especially youth groups, should also be part of this coordination body. The latter should have specific terms of reference and meet on a regular basis or upon request.
- B. The lead government institution that is entrusted to coordinate the implementation of the NAP. This institution would act as permanent secretariat of the coordination body.
- C. Ad hoc technical working groups set up to undertake specific tasks (e.g. drafting of bills, development of strategies). The composition of these working groups would depend on the tasks and expertise required.

The implementation of the NAP should also involve coordination among local institutions and actors. The experience of many youth employment initiatives shows that the devolution of tasks to regional and local authorities facilitates meeting local requirements and making decisions that are closer to needs of ultimate beneficiaries. In this context, a coordination arrangement at the decentralized level may be envisaged. It is likely that such an arrangement would resemble that at the central level.

### 3.6 *Monitoring and evaluation*

<b>Guidelines on monitoring and evaluation</b>
<p><b>Purpose:</b> To identify and describe the system that will be put in place to monitor and evaluate the NAP.</p> <p><b>Tasks:</b></p> <ul style="list-style-type: none"> <li>- Describe the system and tools that will be used to monitor the NAP;</li> <li>- Indicate the monitoring activities that will be undertaken to capture progress on and performance of outcomes against the established indicators;</li> <li>- Describe the mechanism that will be applied to evaluate the NAP;</li> <li>- Identify the stakeholders to be involved in monitoring and evaluation.</li> </ul>

The NAP should contain provisions concerning monitoring and evaluation modalities. Monitoring and evaluation systems are management tools that can be used by government agencies for accountability and transparency purposes, as well as to show results. They can also help strengthen coherence among policies, plans and projects.

Monitoring improves the overall management of the NAP by providing information and feedback to all parties involved. It mainly serves to assess progress in terms of ongoing work and the use of allocated resources. This information allows taking corrective measures in due time in order to ensure consistency between planning and implementation. In this regard, it is suggested that action plans are reviewed at least once a year and, if necessary, revised according to changing needs. As already mentioned, performance indicators are essential for appropriate monitoring.

Evaluation enables to verify overall success or failure of the NAP. It aims at measuring performance of the youth employment objectives in terms of efficiency, effectiveness, long-term impact and sustainability. Also, evaluations are useful to draw lessons learned from implementation that can be distilled to inform future interventions.

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## 4. Identifying documents to be appended to the NAP

### 4.1 NAP matrix

The matrix is a useful tool to visualize the functional relationship between the different elements of the National Action Plan (objectives, targets, outcomes, indicators, responsibilities and inputs). It also provides a snapshot of the essential information in a table format. An example of this matrix is provided in Annex 3 of these guidelines.

### 4.2 NAP Workplan

The NAP should contain in an annex a tentative workplan guiding its implementation. This workplan should provide information on outputs to be produced and activities to be undertaken in order to deliver on the outcomes.<sup>19</sup> It should also indicate the timeframe for the implementation of the activities and the unit responsible for delivery.

It is important to bear in mind the difference between planning and implementation. Whilst the NAP such as conceived in these guidelines is a planning tool, the workplan is meant to facilitate implementation of the Plan. Therefore, both of them are essential and complementary tools to support countries in the promotion and implementation of strategies for decent and productive work for young people. A template of workplan is proposed in Annex 4.

### 4.3 Portfolio of NAP projects

Given the spectrum of initiatives that may arise from and actors who may be involved in the NAP, it could be envisaged that the implementation takes place also through dedicated projects. These projects would serve to deliver on one or more outcomes, including through the support of international development assistance. For this reason, the NAP could include in an annex a portfolio of project outlines. Each outline should indicate the project links to the NAP, as well as outputs and budgetary requirements. It should not exceed two pages as the development of a fully-fledged project proposal would normally take place at a later stage. Annex 5 of these guidelines proposes a template for the project outlines.

### 4.4 International Labour Standards and national legislation relevant to work and young persons

International labour standards offer a benchmark of fairness for the governance of the youth labour market. They provide guidance to countries on a wide range of policies and measures relating to rights at work, employment, social protection and social dialogue. For this purpose, the international labour standards that are relevant for youth employment are provide in Annex 6 of these guidelines. The list of Conventions ratified by the country, as well as the relevant national legislation applying the provisions of these Conventions should be appended to the NAP.

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<sup>19</sup> *Outputs* are the products which result from the activities of a development intervention (e.g. labour inspectors trained, new labour inspection procedures introduced and used). They represent the result that contributes to achievement of the outcome. *Activities* are the actions undertaken to produce the planned output (e.g. conduct capacity building workshops for labour inspectors, develop training material, review existing inspection procedures, assess their relevance, draft new procedures).

## Annex 1

## Proposed outline and content of a NAP document

The NAP document should not exceed **XX** pages (excluding annexes). It is not meant to be an analytical paper, but rather an operational document to set directions and guide future action on youth employment in the country. The proposed structure of the NAP should be used as a common framework. Some flexibility can be applied depending on national circumstances, and in particular when information is not entirely available in the country.

	Main sections	Sub-sections	Suggested length (pages)
<b>I.</b>	<b>Situation analysis</b>		<b>20</b>
		Overview of the macroeconomic and social context	1
		Analysis of the youth labour market	5
		Review of existing policies and programmes affecting youth employment	10
		Institutional framework and coordination on youth employment	2
		Development cooperation on youth employment (bi and multi-lateral, and IFIs)	2
<b>II.</b>	<b>Main priority policies</b>		<b>10</b>
		Identification of priority policies	5
		Evaluation of policy options	5
<b>III.</b>	<b>Action planning</b>		<b>30</b>
		Goal	1
		Youth employment objectives and targets	3
		Main operational outcomes and indicators	12
		Resources	6
		Implementation and coordination mechanism	5
		Monitoring and evaluation	4
<b>Annexes</b>			
<b>I</b>	NAP matrix		
<b>II</b>	NAP Workplan		
<b>III</b>	NAP project outlines		
<b>IV</b>	List of International Labour Standards and national legislation relevant to work and young persons		

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### *Indicators to map out the general labour market situation*

This annex provides a list of the main indicators of the labour market. It constitutes a comprehensive list of desirable indicators that would allow for a comprehensive picture of the labour market situation of the country. The list is meant to be a tool to guide countries in the identification of available information.<sup>20</sup> This information is usually provided by the Labour Force Survey (LFS), or alternatively, from administrative data from the Ministry of Labour and/or the employment services.<sup>21</sup>

- *Demographic trends* by major age groups [disaggregated by sex for children (0-14), youth (15-24), adults (25-64) and elderly (65+)] and projections.
- *Labour force participation*, the economically active population (the sum of total employment and total unemployment) – raw number and as a share of the working age population (the labour force participation rate), disaggregated by sex, age (15-24 and 25+), educational level, and urban/rural.
- *Employment rate*, ratio of the employment-to-working age population, disaggregated by sex, age (15-24 and 25+), educational level, and urban/rural.
- *Employment by sector and status* – employed persons broken down by detailed economic sector (e.g. agriculture, mining and quarrying, manufacturing, trade, hotels and tourism, etc.) and employed persons by status in employment (wage employment, self-employment – with and without employees – and unpaid family work), disaggregated by sex, age (15-24 and 25+), and urban/rural.
- *Employment by public or private sectors*, disaggregated by sex, age (15-24 and 25+), and urban/rural.
- *Employment by hours of work* (generally distributed in hours bands per week – e.g. < 20, 20-29, 30-39, 40-49, > 50), disaggregated by sex, age (15-24 and 25+), and urban/rural.
- *Employment by permanency on the main job* (permanent or temporary), disaggregated by sex, age (15-24 and 25+), and urban/rural.<sup>22</sup>
- *Informal employment*, where available, information on employment in the informal economy, and, if possible, by economic sector, status in employment, sex, age, education, urban/rural.<sup>23</sup>

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<sup>20</sup> The data should be accompanied by information concerning the geographic and/or coverage limitations of the source.

<sup>21</sup> In the latter case, it should be indicated that data concerning unemployment refer only to “registered unemployment”.

<sup>22</sup> The definition used to distinguish permanent or temporary work should be clearly indicated.

<sup>23</sup> The definition used to determine informal employment should be clearly indicated.

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- *Unemployment* by sex, age, education and urban/rural. Where available, a break down by unemployment spell should be given. This is particularly important to determine long-term unemployment (i.e. > 12 months).
  - *Time-related underemployment*<sup>24</sup> by sex, age, education, economic sector, urban/rural.
  - *Inactivity rate*<sup>25</sup> by sex, age, education and urban/rural. If possible, the breakdown of reasons for inactivity should be given so that the number of “discouraged workers” can be captured.
  - *Educational attainment and illiteracy rates* by sex, age, urban/rural.
  - *Wage levels and earning* by sex, age, education, occupation, private/public sectors, urban/rural.
  - *Occupational health and safety* – number of work-related diseases, deaths caused by work-related disease, fatal and non-fatal accidents, number of accidents causing 3 or more days of absence, by sex and age (if possible)

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<sup>24</sup> The international definition of time-related underemployment includes all persons in employment whose hours of work « are insufficient in relation to an alternative employment situation in which the person is willing and available to engage ». If variations on the international definition are used, they should be clearly indicated.

<sup>25</sup> The inactivity rate is defined as the percentage of the working-age population that is neither working nor seeking work. If the reasons for inactivity are determined, this indicator provides useful insights for capturing discouraged workers (i.e. those that due to [perceived] lack of success have stopped looking for work, although they are willing and able to work).

### Template of NAP Matrix

Youth employment objective:						
Target:						
Outcome	Indicators	Responsible unit	Financial inputs		Timeframe	
			Budgetary	Extra-budg.	Start date	End date
Outcome 1	Indicator 1.1 Indicator 1.2 Indicator 1.n	Ministry x	US\$2m	US\$1m	dd.mm.yy	dd.mm.yy
Outcome 2	Indicator 2.1 Indicator 2.2 Indicator 2.n	Ministry y	US\$3m	US\$2m	dd.mm.yy	dd.mm.yy
Outcome 3	Indicator 3.1 Indicator 3.2 Indicator 3.n	Ministry z	US\$2m	None	dd.mm.yy	dd.mm.yy
Outcome n	Indicator n.1 Indicator n.2 Indicator n.n	PES	US\$1m	US\$2m	dd.mm.yy	dd.mm.yy



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**Proposed template for NAP project outlines**

<i>PROJECT TITLE</i>	
<b>Project Description</b>	Describe the main components of the project, the target groups, the implementation strategy and the institutional arrangement.
<b>Link to NAP</b>	State how the project will contribute to the achievement of one of the youth employment objectives of the NAP
<b>Project immediate objective(s)</b>	State the objective(s) to be achieved by the project. These objectives should coincide with one or more outcomes of the NAP.
<b>Project performance Indicators</b>	State (in quantifiable terms) the indicators of performance attached to each project objective.
<b>Project Outputs</b>	Indicate the main outputs to be produced in order to achieve the project objective(s).
<b>Budget</b>	Indicate the financial resources required for the project.
<b>Contact</b>	Name and contact reference of responsible official or unit.

**International Labour Standards relevant to work and young persons<sup>26</sup>**  
**(as identified by the Resolution concerning youth employment,**  
**International Labour Conference, 2005)**

**Freedom of association, collective bargaining and industrial relations**

- Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)\*<sup>27</sup>
- Right to Organise and Collective Bargaining Convention, 1949 (No. 98)\*
- Workers' Representatives Convention (No. 135) and Recommendation (No. 143), 1971

**Forced labour**

- Forced Labour Convention, 1930 (No. 29)\*
- Forced Labour (Indirect Compulsion) Recommendation, 1930 (No. 35)
- Abolition of Forced Labour Convention, 1957 (No. 105)\*

**Elimination of child labour and protection of children and young persons**

- Minimum Age Convention (No. 138)\* and Recommendation (No. 146), 1973
- Worst Forms of Child Labour Convention (No. 182)\* and Recommendation (No. 190), 1999
- Medical Examination of Young Persons (Industry) Convention, 1946 (No. 77)
- Medical Examination of Young Persons (Non-Industrial Occupations) Convention, 1946 (No. 78)
- Medical Examination of Young Persons Recommendation, 1946 (No. 79)

**Equality of opportunity and treatment**

- Equal Remuneration Convention (No. 100)\* and Recommendation (No. 90), 1951
- Discrimination (Employment and Occupation) Convention (No. 111)\* and Recommendation (No. 111), 1958

**Labour inspection and administration**

- Labour Inspection Convention (No. 81) and Recommendation (No. 81), 1947
- Protocol of 1995 to the Labour Inspection Convention, 1947 (No. 81)
- Labour Inspection (Agriculture) Convention (No. 129) and Recommendation (No. 133), 1969
- Labour Administration Convention (No. 150) and Recommendation (No. 158), 1978

**Employment policy and promotion**

- Employment Policy Convention (No. 122) and Recommendation (No. 122), 1964
- Employment Policy (Supplementary Provisions) Recommendation (No. 169), 1984
- Vocational Rehabilitation and Employment (Disabled Persons) Convention (No. 159) and Recommendation (No. 168), 1983
- Private Employment Agencies Convention (No. 181) and Recommendation (No. 188), 1997
- Employment Service Convention (No. 88) and Recommendation (No. 83), 1948
- Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189)
- Promotion of Cooperatives Recommendation, 2002 (No. 193)

**Vocational guidance and training**

- Human Resources Development Convention, 1975 (No. 142)
- Human Resources Development Recommendation, 2004 (No. 195)

<sup>26</sup> The full text of these International Labour Standards is available on the ILO web site at the following address : <http://www.ilo.org/youth>

<sup>27</sup> The asterisk indicates the eight ILO core Conventions.

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**Wages**

- Protection of Wages Convention (No. 95) and Recommendation (No. 85), 1949
- Minimum Wage Fixing Convention (No. 131) and Recommendation (No. 135), 1970

**Working time**

- Hours of Work (Industry) Convention, 1919 (No. 1)
- Hours of Work (Commerce and Offices) Convention, 1930 (No. 30)
- Night Work Convention (No. 171) and Recommendation (No. 178), 1990
- Part-Time Work Convention (No. 175) and Recommendation (No. 182), 1994

**Occupational safety and health**

- Occupational Safety and Health Convention (No. 155) and Recommendation (No. 164), 1981
- Protocol of 2002 to the Occupational Safety and Health Convention, 1981 (No. 155)
- Safety and Health in Agriculture Convention (No. 184) and Recommendation (No. 192), 2001

**Social security**

- Social Security (Minimum Standards) Convention, 1952 (No. 102)
- Employment Promotion and Protection against Unemployment Convention (No. 168) and Recommendation (No. 176), 1988

**Maternity protection**

- Maternity Protection Convention (No. 183) and Recommendation (No. 191), 2000

**Migrant workers**

- Migration for Employment Convention (Revised) (No. 97) and Recommendation (Revised) (No. 86), 1949
- Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143)
- Migrant Workers Recommendation, 1975 (No. 151)

**Indigenous and tribal peoples**

- Indigenous and Tribal Peoples Convention, 1989 (No. 169)