



# Lecture 6: Training & Education



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## Recommendations on ALMPs

- to maximise ALMPs effectiveness:
  - (1) rely as much as possible on in-depth counselling, job-finding incentives (e.g. re-employment bonuses) and job-search assistance programmes.
    - combined with increased monitoring of the jobsearch activity of the unemployed and enforcement of the work test.
  - (2) keep public training programmes small in scale and well targeted to the specific needs of both job seekers and local employers.

## Recommendations on ALMPs

- (3) early interventions, reaching back to pre-school, can pay dividends for disadvantaged youths, but they must be sustained.
- reduce early school-leaving targeted on at-risk students combined with policies to ensure that they leave the schooling system equipped with basic skills and competencies that are recognised and valued by employers.
  - improve poor attitudes to work on the part of such young people and adult mentors can help in this regard.

## Recommendations on ALMPs

- (4) as the duration of unemployment spells lengthens, various forms of employment subsidies may serve to maintain workers' attachment to the labor force.
  - However, employment subsidies should be of short duration, targeted and closely monitored.
- (5) use subsidised business start-ups for the minority among the unemployed who have entrepreneurial skills and the motivation to survive in a competitive environment.

# The Youth Pre-employment Training Programme (YPTP) 展翅計劃

- aims at enhancing the employability of school leavers aged between 15-19 by providing them with a comprehensive range of employment-related training, workplace attachment, and career counseling and support services.
- By providing job attachment vacancies, employers participating in the Programme not only can help young people gain work experience, they also can make use of the opportunities to recruit suitable new blood to suit the development of their businesses

# 展翅計劃

- **單元二：求職及人際技巧訓練（配合擇業輔導及支援服務）**
- **必修課程** 學員須先完成此課程，方可報讀其他單元課程 訓練期：48小時  
(另配合38小時擇業輔導及支援服務) 培訓內容：人際關係、溝通及面試等技巧 由個案經理提供擇業輔導及支援服務，協助學員了解職業取向及訂定職業計劃 完成單元二課程後，學員可報讀下列課程：
- **單元一：領袖才能、紀律及團隊精神訓練** 訓練期：80小時 培訓內容：自信心、體能、領袖才能、團隊精神及組織技巧等訓練
- **單元三：電腦應用技能訓練** 訓練期：48-80小時 培訓內容：分基礎及進階課程 辦公室常用電腦軟件及專業軟件的應用
- **單元四：職業技能訓練** 訓練期：視乎課程內容而定 培訓內容：提供多種切合社會需要的職業技能訓練 職業語文訓練（註：完成課程後，學員可參加工作實習）

## 展翅計劃

- 工作實習訓練
  - 訓練期：1個月
- 學員可透過工作實習訓練，獲取實際工作經驗，亦可從中發掘潛能及就業機會。學員與參與機構並無僱傭關係。成功完成實習，而出席率達80%或以上，學員可獲\$2,000實習津貼。提供實習空缺的機構包括：政府部門、公營及私營機構。

# The Youth Work Experience and Training Scheme (YWETS) (青少年見習就業計劃)

- 服務對象本計劃歡迎十五至二十四歲，學歷在大學學位以下，並希望獲得見習就業機會的青年人參加。
- 計劃目的為參加的青年人提供為期六至十二個月的在職培訓，以提升工作技能和經驗，及豐富他們的個人資歷，從而開創就業前途。



# 青少年見習就業計劃

- (一) 導引課程
- (二) 個案管理服務  
由註冊社工擔任參加者的「個案經理」，提供個人化的職業輔導及支援服務，包括：職前評估、擬訂個人職業計劃、職位選配、在職支援、檢討等。
- (三) 在職培訓  
參加的青年人會獲僱主聘用為「見習生」，然後按培訓計劃接受六至十二個月的在職培訓，期間可參加合適的職外職業訓練課程。若達九成出席率或考獲有關資格，參加者可向計劃申領課程津貼，上限為\$4,000。
- 見習期滿的安排  
除了職業訓練課程的證書，參加者於見習期滿時，可獲僱主簽發證書，以證明其職業技能及受僱期。如有合適空缺，會考慮續聘表現良好的參加者。

## 各國的可供參考經驗

- 青年邊緣勞工的出現即青年失業、貧窮化及邊緣化問題並不是香港獨有，大部分西方資本主義以及前社會主義國家均面對同樣難題。
- 不少國家均推行不同的「積極勞動力市場政策」來處理青年失業的問題，雖然大部份計劃的成效並不算理想，但我們可在考慮本港有關的對策時，不會重覆同樣的錯誤，不會走同樣的彎路。
- 但由於各地的教育及工作發展歷史、勞動力市場狀況及青年被排斥的情況並不一致，參考時要注意。

## 青年失業原因:微觀/個人角度

- 青年本身缺乏就業所需的技能,知識,態度,價值及/或經驗
- 所以可透過訓練或實習計劃,可加強青年的人力資本(human capital)
- 改善青年的可聘用性(employability)成為計劃的重點

## 青年失業原因：宏觀/結構角度

- 出現年齡,性別及族群歧視,造成對部分邊緣社群的社會排斥,少數族裔青年人的失業最為嚴重.
- 增加職位 降低青年最低工資 增加職位津貼, 鼓勵僱主聘請青年

## 青年失業原因： 中觀(meso) / 組織角度

- 社會資本(social capital):信任, 合作及長期關係的弱化, 社會資本是公共財(public goods), 而不是某個人獨有的
- Wilson 貧民窟化: 黑人貧民社區中中產階級的外移, 令社區中缺乏傳播價值, 模範, 資訊的組織 (institution)
- Punam: bonding capital (將已認識的人聯繫更密切) and bridging capital (將不認識的人或小組互相認識)
- Granovetter: 弱聯繫(weak ties)在介紹工作的重要性, 不重覆的網絡. (不會塘水滾塘魚)

# 準備就業：人力資本論

1. 標準人力資本論：任何訓練及教育均能改善經濟前景（展翅，毅進）
2. 強化人力資本論：重新界定工作所需的才能，如解決問題，溝通技巧，團隊工作，自發及計劃，判斷等‘高等’技能（展翅，青年創業計劃）
3. 修正人力資本論：關心不平等，強調為弱勢，貧窮，長期失業，接受福利，被淘汰工人舉行計劃（手作仔）
4. 反人力資本論：工作比教育及訓練更有效準備就業——德國的學徒兩軌制及美國的‘work first’計劃（展翅的實習，與新增的青年見習計劃）

## 青年訓練計劃的成效

- 當青年失業相當成人失業嚴重時,很多國都會為基於人力資本論的觀點為青年人推行一些短期的訓練計劃,理論上為青年提供就業所需要的技能
- 但美國推行這類計劃超過35年,研究結論是短期工作訓練及welfare to work 計劃,只能輕微地提高入息約200-500美元,所以不能令參加者脫離貧窮或離開福利,而且有效期只維持4-5年時間,沒有長期效果

## 青年訓練計劃的成效

- 為單親的‘補底’ (remedial education)計劃如MFSP, new chance 並不成功, new chance 有很多支援如託兒, 兒童服務, 導師mentor 等, 但仍支援不足未能打破單親母親在家庭及個人關係中面對的阻礙如家庭暴力
- 相對成年人來說, 這些訓練計劃對青年只有很少甚至是負面的效果



# JOBSTART的成效

- 計劃是專為17-21歲失學的青年而設的示範計劃。其特色是課程形式及內容廣泛及輔助手法多樣。訓練包括正規教育的補底、職業訓練、以及實習協助。
- 輔助服務:包括托兒、交通、個人輔導、就業準備、就業技巧輔導等等。
- 課程亦並不是三四星期的短期課程，有200小時基本教育，以及500小時職業訓練，所以JOBSTART可算是投入大量資源，並作全方位訓練及支援的訓練計劃。

# JOBSTART的成效

- 但計劃的評估結果是只能提高參加者獲得基本學歷 (GEDs) 的比例，
- 但以4年後的結果來量度，參加者的就業率及收入水平，以及接受福利的比例沒有明顯轉變。
- 學員的懷孕率甚至上升，惟是藥物濫用率有輕微下降。
- 簡單來說，這樣密集及廣泛的訓練，只能在名義上為學員提供資歷，但對於學員能否脫離失業，加入勞動力市場，並能穩定留在勞動力市場及能提高收入並未有幫助。
- 只能為青年人提供有意義的生活，令藥物濫用有輕微的下降(Grubb, 1999)。

## Grubb (2000):對弱勢青年人有效的教育及訓練計劃

- 正規(補底或基礎)教育, 職業技術訓練, 工作中學習 (work-based Learning), 三者要適當混合, 最好能真正整合
- 有支援服務如輔導或實習
- 對本地勞動力市場有深入的聯繫並且訓練計劃得到僱主支持
- 為那些願意進修的服務使用者提供延續教育的途徑,
- 搜集本身計劃的資料, 以這些資料來改善本身計劃

## 經濟合作發展組織(OECD) (2000) From Initial Education to Working Life: Making Transitions Work

- 總結了14個國家經驗如何令青年人成功由教育過渡到工作生活
- 健康的經濟發展
- 教育與工作以及持續教育的接軌要有良好,有組織的途徑.
- 對弱勢及有危機的青年人要有嚴密的安全網, 提供特別的訓練
- 良好的信息及指導
- 有效的架構及過程

## 良好的途徑

- 學徒, 學校為基地職業訓練及通才訓練均能成為有效途徑 → 更好的一般, 技藝及職業教育選擇.
- 但成功經驗是有關學習途徑及資歷架構必須是清楚界定, 有良好組織及開放, 以及在終身學習角度下設計及發展出來的
- 有關途徑及連繫是由一有力的組織擔任

# 經濟合作發展組織(OECD)

- 供應面:

- 改善年青人的人力資本以至求職動機，
- 增強年青人在勞動力市場的受聘機會，包括
  - 改革主流教育制度、
  - 推動職業培訓計劃、
  - 鼓勵自僱和實施各項工作福利(workfare)

- 需求面

- 嘗試刺激公營或私營部門，為青年人提供就業機會，
  - 補貼制度
  - 各項直接職位創造計劃。

## 經濟合作發展組織(OECD)

- 對青年人「針對性」的計劃本身並不能解決青年失業問題，或令他/她們可以較好地開始職業生涯。
- 如整體失業的情況不改善，要改善青年人的就業情況可說是緣木求魚，因為年青人的就業率及失業率極度受勞動力市場所制約。
- 首要工作是設計與推行一些能夠持續地降低整體失業。經合組織就業策略的其中一個主要目的包括一連串宏觀及結構性政策。結構性政策包括教育、訓練、以及能夠改善一般青年人的就業和協助弱勢青年克服就業困難的「針對性」的勞動力市場計劃。

# 教育培訓 學徒訓練

- 預防學業失敗：

- 小部份未能完成高中教育的年青人--約25%--特別感到本身被勞動力市場所懲罰，不論是以就業還是以收入而言。
- 確保所有年青人，包括完成高中者在內，無論於首次就業還是在之後，都有受聘能力。
- 須盡早並堅持介入，令危機青年能克服本身的多重弱勢；包括在強迫教育前的學前教育和照顧。
- 這些早期和持續介入不能只以年青人為焦點，而應該同時以他們的家人、社區、老師和社工為重心。惟有這樣才能克服他們面對的各種弱勢。



# 教育培訓 學徒訓練

- 促使一個多元、彈性而具吸引力的教育系統，符合多數青年的興趣和盼望。
  - 發展及再評檢在原先教育系統中的職業教育分流，如：澳州、加拿大、西班牙和美國
  - 擴闊與強化職業分流中的通識科目，藉以沖淡職業教育與一般或“學術”教育的界限，如：挪威和瑞典。
  - 發展雙重資格途徑，藉此同時提供工作與升讀大學的資格，從而加強職業教育的吸引力。實行這一方法後，奧地利、荷蘭和挪威就讀職業和技術教育的整體比率上升

# 教育培訓 學徒訓練

- 以“二元”(dual)或傳統的學徒制來改善教育與就業的聯繫。奧地利、丹麥、德國和瑞士在協助非學院式青年得到穩固的就業和工作有不少成功經驗，雖然這些制度也正面對挑戰和改善
- 在一些職業教育發展稍遜的國家，促進青年就業的重點在於建立統一的認可資格。
- 無論以何種方法來加強工作技術和教育內容的連繫，僱主或僱主組織在制定職業資格的參與很重要，因為這樣才能設計到符合當前或快將出現的勞工市場需要。

## 教育培訓 學徒訓練

- 這些政策有雙重目的：數量上，增加就讀於中學及專上的學生；質量上，讓年青人掌握與工作相關的技巧和能力。
- 証據顯示在那些能在職業教育中確保年青人有較寬闊途徑以及不同的離學點，同時能增加年青人由一條途徑轉往另一條/途徑的機會的國家中，職業教育的吸引力大大提高，而職業教育的參與率亦隨之增加。

## 教育培訓 學徒訓練

- 對過往的政策的效果,評估結果不太樂觀,因為在這些有關以弱勢青年為對象的補救性或結合就業計劃之後,很少能明顯地改善他們的就業和收入。
- 然而,我們毋須因這個令人失望的記錄而放棄嘗試,因為
  - 有一些計劃是有效的。
  - 我們開始了解到甚麼有效,甚麼無效,為甚麼有效,以及在甚麼情況下有效。

## 有效的政策

- 與本地勞動力市場的緊密接觸。
- 教育與以工作為基本的學習能夠適當配合
- 緊密關注教授內容和學習內容。
- 提供為不同弱勢青年一連串度身訂造的支援服務如輔導,實習或個案工作人員亦能提供一系列的服務。
- 嚴格地評核有關計劃並以此為基礎來改進服務質量。

## 有效的政策

- 政策不會一夜之間改變。為達到效果，教育、訓練和勞動部門/機構必須攜手推動持續而協調的發展。
- 要能解決弱勢和低薪青年的問題，我們必須進行廣泛而全面的改革，才能減低他們所面對的教育和勞動市場日益擴大的不平等。

# Centre for Employment Training (CET)

- Centre for Employment (CET)是美國少數被公認為有效的短期訓練計劃
- 而其重要的特色及策略便是建立社區為本的訓練機構，重建區內的社會資本，增加區內僱主與居民之間的信任與聯繫，來解決弱勢社群的失業問題。

## *Centre for Employment Training*

- CET首先在加州San Jose市開始，逐步擴展至美
- 國西部及西南部大部份地區。眾多評估研究指出CET是在美國少數訓練計劃對加者的收入能有長期正面的提升作用，是唯一有用的短期(6個月)的課堂訓練模式。



## Centre for Employment Training (CET)

- CET學員比同一城市的訓練計劃學員能有較高的收入、維持較長久的工作，亦在中長期能有更大的加薪
- 而更難得的是CET獲得上述理想成績，並不是透過選擇參加者，而是將重點在最弱勢的社群中如失業農民工、領取公共援助的母親、輟學青年、過犯、對英語有困難的人士。

# Centre for Employment Training (CET)

- 其他Minority Female Single Parent (MFSP) 沒有進步, 但CET就業上升13%, 工資上升11%, 每年收入上升25%或1212美元, 非常成功

# Centre for Employment Training (CET)

- CET的成功經驗令人相信透過公眾或民間干預勞動力市場是可以令勞動力市場出現真正的變化。
- CET的訓練模式包括：隨時進、隨時出；以工作場景為背景及以學員能力為基礎，均令人耳目一新。
- 但Harrison & Weiss (1998) 總結這並非CET真正成功的特點，因為這些因素及措施在其他計劃均可以找到。

## CET與社會資本

- 網絡建立成功的關係及將轉介的過程成功制度化。例如CET的運作就如一間公司，訓練場所就佈置如工作場所(學員上學需要打咭、領取「糧單」而非「成績單」)，這便是將僱主的觀念制度化並引入在訓練之中。
- 訓練課程的導師是由會聘請有關學員的企業的資深導師擔任，而學員的學習問題以至課堂以外的個人問題，均是由其直接「上司」(導師)所負責。

# CET與社會資本

- 在CET的一天學習，就好像在一間大公司的在職訓練一樣。
- CET在每一地區設立了「工業諮詢局」(Industrial Advisory Boards)及「技術諮詢委員會」(Technical Advisory Committees)，參與的成員包括地區中公司的行政人員、人力資源經理、前線督導、甚至工程師。
- 上述兩組織在訓練中擔任重要的角色。成功的「工業諮詢局」有清楚的架構，經常聚會，並參與甚至領導課程發展、籌款、尋找或捐出他們的機械及器材來支持訓練工作。

## CET與社會資本

- CET另一重要的成功優勢在於它與美國西岸的社會運動有密切的聯繫。
- 眾多不同的組織和力量在建立及維繫美國農業工人的組織，組成美國農民工人聯盟(United farmworkers of America UFW)，亦同時是建立及維繫CET的組織。
- 美國西岸西班牙語系社的政治及文化為CET提供了聲望及充權(empowerment)的可能性

## CET與社會資本

- Melendez(1996) 總結CET找到了方法能夠成功推動學員可以認真地發展特定職位所需的技術，
- 並令自己成為僱主招聘網絡的重要組成部分
- CET同時在勞動力市場的供應面及需求面同時工作。

## 對香港的啟示

- 參考CET的成功經驗，香港的展翅及毅進等訓練計劃有關計劃必須以重建社區內的社會資本為目標，加強青年、僱主及社區之間有制度化的信任、訊息渠道及教導；
- 而非單是提供訓練課程來提高青年的人力資本。
- 港府新推行的青年見習計劃加強僱主與青年之間的接觸是正確的一步。
- 但由於現時展翅及青年見習機構由官方的勞工處擔任，未能細緻處理各區不同僱主及青年人的需要，只能對實習作簡單的配對工作，對於有關訓練能否針對個別僱主及青年的需要顯得無能為力，所以效果肯定不彰。



# Replication of CET

- analysis of implementation experiences at the twelve replication sites focused on four distinctive elements of the CET model:
  - employment and training services designed to mirror the workplace,
  - intensive participation in such services,
  - the close involvement of industry in the design and operation of the program, and
  - organizational capacity and stability.

# Summary

- most replication sites successfully implemented most elements of the CET model, but several sites had difficulty sustaining their programs for the full demonstration period.
- CET model proved challenging to implement in its entirety, but many of its features appear adaptable to mainstream employment and training programs serving out-of-school youth.

# Result 1: possible replication

- A majority of the 12 replication sites successfully provided a work-like training environment, involved industry in the design and operations of their services, and offered training programs that concentrated participation over a relatively short period of time.
- these aspects of the CET model appear to face no inherent obstacles to their implementation, given sufficient commitment from policymakers, funders, and program operators.

## Result 2: Difficult to sustain

- The greatest challenge for sites was not implementing the CET model, but sustaining it.
- While most sites implemented programs consistent with the major features of the CET model, several of these programs could not be sustained. Four of the twelve replication sites shut their doors before the demonstration had ended, and three others faced serious difficulties in maintaining program operations.

## Result 3: Crucial Factor: organizational stability

- Future attempts to replicate the CET model should consider organizational stability as a critical factor affecting program sustainability.
- CET-San Jose has taken more than 30 years to establish and refine its own program of employment and training services, yet replication sites sought to develop a similar model in as few as three years.

## Result 3: Crucial Factor: organizational stability

- Sites that were most successful in sustaining these programs had operated employment and training programs for many years, and had weathered numerous previous challenges. These sites had close connections to their communities and to local funders, and could rely on these connections to gain support for innovative programs.
- Sites operated by less experienced organizations faced greater difficulties in implementing the CET model, and were more likely to fail in this attempt.

## Result 4: New approaches

- **Replicating the CET model on a larger scale than that attempted in this demonstration may require new approaches.**
- Potential funders are often reluctant to support innovation, finding it safer to maintain existing program models than to attempt new ones.
- New approaches, such as multi-year funding or incentives for local funders to support these programs, may be necessary to replicate the CET model on a larger scale.

## *The 30 months report ( Miller, et al. 2003)*

### ● **Key Findings**

- The fidelity of program services to the original CET model varied greatly across the sites, affecting both implementation and impacts.
- Four study sites (all older, CET-operated programs) implemented the model with high fidelity; six sites operated programs with medium fidelity; and two sites implemented the model with low fidelity.
- Intensive participation in training and strong organizational stability were the two aspects of the CET model that were most difficult to achieve in the replication sites.



## high-fidelity sites, stronger impacts

- access to the program increased youths' participation in training activities substantially above the level for the control group
- increased the percentage of youths completing a training certificate. In the medium- and low-fidelity sites, impacts on service receipt and completion were smaller.

## Positive on female but not male

- In the high-fidelity sites, access to the program produced substantial positive impacts across a range of employment-related outcomes for young women,
- the percentage of young women ever working, employment rates at the follow-up survey, and (quite probably) earnings — though the small sample prevents a statistically significant finding.

## Less impacts on men

- For young men, the results in high-fidelity sites were either negative or negligible.
- The earnings of the program group were less than those of the control group — a result driven by declines in employment and hours worked, probably related to shifts in participants' industry and occupation of employment.

## medium- and low-fidelity sites, negative or negligible impacts

- Program group youth in the lower-fidelity sites had lower employment and earnings; impacts were especially disappointing for those without a high school credential and those who were teenagers when they entered the sample.
- Longer-term follow-up may produce more encouraging findings for men and for the low- and medium-fidelity sites.

# The economy

- The strong economy during the follow-up period for this report allowed youth with low skills to find jobs, possibly lessening the impact of the CET program.
- The longer follow-up period now under way extends into the recent economic slowdown and provides an opportunity to see whether the enhanced skills produced by CET have positioned the program group members to better withstand a weaker job market.

# Active Labor Market Policies

## ALMPs

- Public spending on labour market programmes absorbs significant shares of national resources in many OECD countries, these policies being expected to achieve a variety of economic and social objectives.
- For analytical and policy purposes, the OECD splits this spending into so-called “active” and “passive” measures

# Active Labor Market Policies

- Active: comprise a wide range of policies aimed at improving the access of the unemployed to the labour market and jobs, job-related skills and the functioning of the labour market
- Passive: relate to spending on income transfers

## Five Areas of ALMPs

- **Public employment services and administration.**
- **Labour market training**
- **Youth measures.**
- **Subsidised employment**
- **Measures for the disabled**



# Public employment services and administration

- job placement,
- administering unemployment benefits
- referring jobseekers to available slots on labour market programmes.

# Labour market training

- spending on vocational and remedial training for the unemployed
- training for employed adults for labour market reasons.

## Youth measures

- training and employment programmes targeted to the young unemployed;
- apprenticeship training, which is mainly for school leavers, not the unemployed.

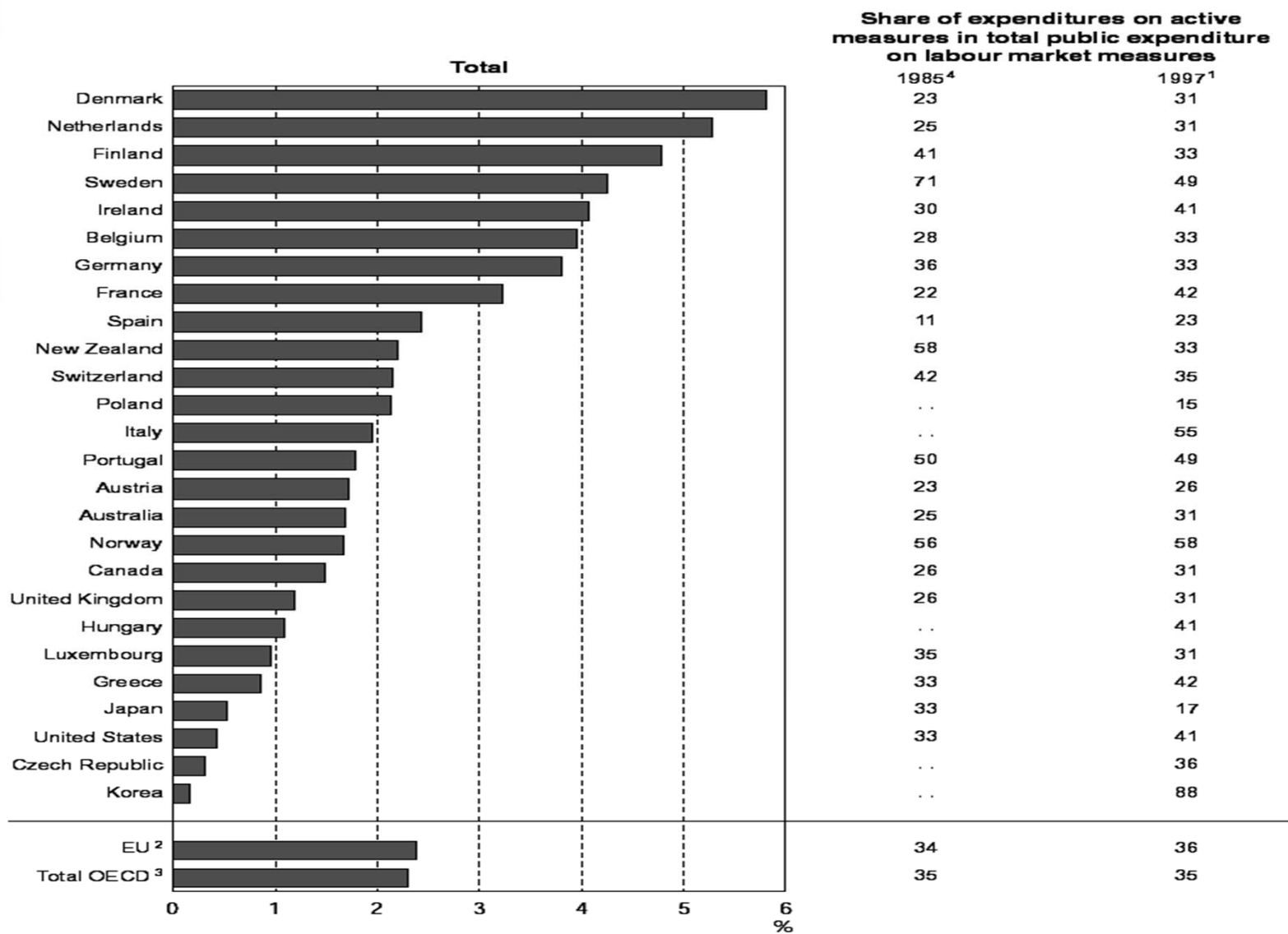
# Subsidised employment

- hiring subsidies, *i.e.* subsidies paid to private-sector employers to encourage them to hire unemployed workers;
- assistance to unemployed persons who wish to start their own business;
- direct job creation for the unemployed in the public or nonprofit sectors.

## Measures for the disabled

- vocational rehabilitation training and related measures to make the disabled more employable
- Sheltered work programmes which directly employ disabled people.

Figure 1. Public spending on total labour market measures, 1997<sup>1</sup>  
Percentage of GDP



.. Data not available.

1. Data refer to 1996 for Ireland, Italy, Poland and Portugal.

2. Unweighted average, excluding Italy.

3. Unweighted average, excluding Czech Republic, Hungary, Italy, Korea and Poland.

4. Data refer to 1986 for Denmark and Portugal, to 1987 for Japan. Germany refers to Western Germany.

Source: OECD Database on labour market programmes.

# WHAT WORKS AND WHAT DOES NOT -economic policy

- Since one of the main objectives of active measures is to assist the unemployed to get back into work,
- require a reasonably buoyant supply of job vacancies in order to be effective.
- If an economy is generating few vacancies, one should not be surprised if active measures prove to be relatively ineffective.
- Aggregate demand matters too. As *The OECD Jobs Study* has stressed, more effective active policies are only one element in a comprehensive strategy of macroeconomic and microeconomic measures required to cut unemployment significantly.

# Formal classroom training

- *Help:* Women re-entrants
- *Don't help:* Prime-age men and older workers with low initial education
- Lessons:
  - Important that courses signal strong labour market initial relevance,
  - signal "high" quality to employers.
  - Keep programmes relatively small in scale.



# On-the-Job-Training

- *Help:* Women re-entrants, single mothers
- *Don't help:* Prime-age men
- Lessons:
  - Must directly meet labour market needs.
  - Hence, need establish strong links with local employers,
  - but this increases the risk of 'displacement'

# Job Search Assistance

*(Job Clubs, individual counselling)*

- *Help:* Most unemployed but in particular women and sole parents
- *Don't help:*
- Lessons:
  - Must be combined with increased monitoring of the job-search behaviour of the unemployed and enforcement of work tests.

# Re-employment Bonus

- *Help:* Most adult unemployed
- *Don't help:*
- Lessons:
  - Requires careful monitoring and controls on both recipients and their former employers.

# Special youth measures

- *training, employment and subsidies, direct job creation measures*
- *Help: Disadvantaged youths*
- *Don't help:*
- Lessons:
  - *Effective programmes need to combine an appropriate integrated mix of education, occupational skills, work-based learning and supportive services to young people and their families.*
  - Early and sustained interventions are likely to be most effective.
  - Need to deal with inappropriate attitudes to work on the part of youths. Adult mentors can help.

# Subsidies to employment

- *Help:* Long-term unemployed and women re-entrants
- *Don't help:*
- Lessons:
  - Require careful targeting and adequate controls to maximise net employment gains, but there is a tradeoff with employer take-up.

# Aid to unemployed starting enterprises

- *Help:*
  - Men (below 40, relatively better educated)
- *Don't help:*
- Lessons:
  - Only works for a small subset of the population.

## Direct Job Creation

- *Help:* Severely disadvantaged labour market groups (?)
- *Don't help:* Most adult unemployed
- Lessons:
  - Typically provides few long-run benefits and principle of additionality usually implies low marginal-product jobs.

## *Curb unemployment traps*

- *The most direct step to curb the unemployment trap is to cut replacement rates.*
- *However, where actions were taken to cut replacement rates, they were usually motivated by budget considerations rather than out of concern about the possible emergence of benefit dependency or work disincentives.*



## *Actions Taken*

- *political difficulties: make only marginal cuts in the generosity of benefit entitlements, but to tighten up on eligibility conditions for receipt of benefits and to develop “activation” strategies for the unemployed.*
- *The aim of activation strategies is to encourage the unemployed to be more active in job search and keep more in touch with the labour market.*

# Different Strategies

- *Such strategies range from attempts to provide more effective job-search assistance to the unemployed and monitoring their search activity at one end of the spectrum*
- *to making it obligatory on the unemployed to satisfy work tests or participate in active programmes*
- *or in education and training if they are to continue to draw benefits.*
- *Such activation strategies are becoming quite common for young people in OECD countries*
- *(e.g. Australia, Denmark, Ireland, United Kingdom), and they are even being extended to other groups of the unemployed in some countries.*