



International
Labour
Organization

From policy to results

Guidelines for implementation of national employment policies

Yadong Wang



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TABLE OF CONTENTS

Preface	V	Acknowledgments	VII	Introduction	01
				1. Purpose of the Guidelines	01
				2. Audience	01
				3. Organization of the Guidelines	02
				4. Using the Guidelines	02
Chapter 1		Chapter 2		Chapter 3	
Overall approaches to employment policy implementation	04	Steps for implementing employment policy	15	Coordination of employment policy	33
1. Definition and framework of national employment policies	04	1. Employment action plan	16	1. Elements of coordination of employment policy	33
2. Implementation cuts cross the employment policy process	06	2. Building staff capacity	19	2. The inter-ministerial coordination committee	38
3. Different approaches of implementation	07	3. Advocacy for the national employment policies	21	3. Success and failure in coordination of national employment policies	43
4. Guiding principles	10	4. Communications	22	4. Annexes	45
5. Annexes	14	5. Delivery of national employment policies	23		
		6. Monitoring and evaluation	24		
		7. Adjusting and improving employment policy	27		
		8. Renewing the national employment policy	28		
		9. Three tools for implementing the employment policy	28		
		10. Annexes	30		
Chapter 4		Chapter 5		Conclusion	92
Accountability for implementing employment policy	49	Support system for employment policy implementation	59		
1. An accountability framework	50	1. Public employment services as coordinator and implementer of national employment policies	60	Bibliography	93
2. Accountability commitment	52	2. Information systems on implementation of national employment policies	65		
3. Results-based implementation	55	3. Financing the implementation of national employment policies	73		
4. Oversight of implementation	56	4. Legislative and regulatory system	80		
		5. Annexes	83		

List of figures, tables, boxes

Figures

- Figure 1** - Purpose of the Guidelines
- Figure 1.1** - A comprehensive approach to national employment policies
- Figure 1.2** - Implementation cuts across the employment policy process
- Figure 1.3** - Combined top-down-and bottom-up approach to NEPs implementation
- Figure 1.4** - Three pillars of a NEPs implementation framework
- Figure 1.5** - An integrated relationship between implementation and formulation
- Figure 1.6** - Components of an enabling environment for NEPs implementation
- Figure 1.7** - Relationships between national and local government within different administrative structures
- Figure 2.1** - Steps for implementing national employment policies
- Figure 2.2** - Hierarchy of planning and implementation
- Figure 3.1** - Essential elements of NEPs coordination
- Figure 3.2** - Core members in the coordination of an NEPs
- Figure 3.3** - A tripartite based inter-institutional coordination structure
- Figure 3.4** - Inter-ministerial coordination committee of national employment policy
- Figure 4.1** - A general framework of NEPs Accountability
- Figure 4.2** - Objectives for NEPs commitments
- Figure 4.3** - Accountability system in Argentina
- Figure 4.4** - A NEPs results chain
- Figure 4.5** - Mechanisms of NEPs oversight
- Figure 5.1** - Support system for NEPs implementation
- Figure 5.2** - Core functions of public employment services
- Figure 5.3** - NEPs delivery framework through PES and partnerships
- Figure 5.4** - Information supporting NEPs implementation
- Figure 5.5** - Information activities by tripartite partners
- Figure 5.6** - Uses of information on NEPs implementation
- Figure 5.7** - Integrating employment in the planning-programming-budgeting-monitoring-evaluation chain
- Figure 5.8** - Key issues for financing NEPs implementation
- Figure 5.9** - Flows of financing of NEPs implementation

Tables

- Table 1** - Potential users and what to look for in the Guidelines
- Table 2.1** - Key elements of an EAP, example of Madagascar
- Table 2.2** - Template for an employment work plan
- Table 2.3** - Sample programme of training for implementation
- Table 2.4** - Summary of the process for implementing NEPs
- Table 3.1** - Size of the inter-ministerial coordination meeting in selected countries
- Table 3.2** - Country experiences of success and failure of employment policy coordination
- Table 4.1** - Existing key components of accountability framework in selected countries and the EU
- Table 4.2** - Types of oversight for NEPs implementation
- Table 5.1** - PES structure and NEPs delivery
- Table 5.2** - Producers of information on and for NEPs implementation
- Table 5.3** - Methods for collecting information
- Table 5.4** - Generation and flow of information on NEPs implementation
- Table 5.5** - Countries with employment promotion laws

Boxes

- Box 1.1** - ILO definitions of national employment policies
- Box 1.2** - Key elements of a comprehensive employment policy framework
- Box 1.3** - Employment policy implementation in the European Union
- Box 2.1** - The communication/advocacy plan of the National employment policy of the Central African Republic
- Box 2.2** - Employment impact assessment in the Republic of Korea
- Box 2.3** - Adjusting employment policies in response to the COVID-19 crisis
- Box 3.1** - Framework of NEPs coordination in the Republic of Korea
- Box 3.2** - Coordination mechanism for the National Employment Programme in Rwanda
- Box 3.3** - Implementation framework of the National Employment Programme in Rwanda
- Box 3.4** - Local Job Creation Strategy Notice System in the Republic of Korea
- Box 3.5** - The Inter-institutional coordination structure for the NEPs in Burkina Faso
- Box 3.6** - Laws and regulations for NEPs
- Box 5.1** - Integrated delivery in Germany
- Box 5.2** - Integrated delivery in China
- Box 5.3** - A progressive approach to financing the national employment policies
- Box 5.4** - Results-based financing in Nepal through the Employment Fund

► Preface

Over the years, countries around the world have faced persistent employment and labour market challenges. These include working poverty, unemployment, informal employment, and widening inequality, particularly for the disadvantaged and vulnerable groups. Women, youth and older workers are often amongst those most at risk. At the same time, the world of work has been transformed by technological innovations, demographic shifts, and globalization as well as environmental and climate change, which brings new challenges to employment. And over the past two years, COVID-19 has provoked one of the most severe economic and labour market downturns since the Second World War, further exacerbating the existing challenges.

Experience has shown that to address these labour market challenges, and to promote job rich growth that is inclusive, sustainable and resilient, public policies that promote more and better jobs - employment policies - are critical at national, regional and global levels.

Over the last 20 years the International Labour Organization (ILO) has been helping its constituents develop national employment policies (NEP). These NEP are informed by international labour standards (ILS), notably the *Employment Policy Convention* (No. 122), 1964, and the *Employment Policy (Supplementary Provisions) Recommendation* (No. 169), 1984. Over the last two decades, 69 countries have adopted NEP and 15 are currently in the process of developing one. Nowadays, the ILO is also supporting a global job-rich recovery from the COVID-19 crisis. It is therefore supporting countries in designing and implementing gender-responsive national employment policies. The new generation of NEP will be further guided by *the ILO Centenary Declaration 2019* and *a Global Call to Action for a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient* adopted at the 2021 International Labour Conference (ILC).¹

But sound policies are not enough. They need to be translated into action. “Unless appropriate institutional arrangements can be put in place to ensure their timely and effective implementation, even sound policies may not produce the desired results”.²

When it comes to implementation, each country will face different problems that need distinctive solutions. But countries can also learn from each other. In response to requests from constituents, in 2013 the ILO launched a project on “comparative analysis of employment policy implementation mechanisms across countries”. This comprised case studies in nine countries³ and the European Union (EU). In 2014, a synthesis report was published in the form of an ILO working paper.⁴ In 2018, the ILO published accessible summaries as a series of employment research briefs on NEP implementation. And over the period 2012-2020, the ILO has supported capacity building on NEP implementation at global and country levels for ILO tripartite partners.

Implementation of national employment policies has become even more important with the adoption of a Global call to action for a human-centred socio-economic recovery. This means a greater need for gender-responsive and recovery-oriented national employment policies as a comprehensive employment policy framework to address both the immediate impact of the COVID-19 pandemic and longer-term challenges. Emphasis will be put on the areas where ILO constituents’ needs are common and strong, and on the closer partnerships with constituents, public and private investors, including international financial institutions, and multilateral partners. Since employment has become a shared concern beyond the ministry in charge of employment, it is also important to extend dialogues and support to other ministries that have the capacity and mandate to act on many of ILO’s priority policy areas. All the work should be translated into real and meaningful differences within countries, as demonstrated through increasingly coordinated actions at the country level. Effective implementation is one of the key elements of such efforts.

‘From policy to results: Guidelines for implementation of national employment policies’ is a knowledge product developed by the ILO to support these efforts. It suggests a comprehensive framework and a range of tools and methodologies – aiming to cover the whole NEP process systematically from policy design to policy results. The basic pillars for NEP implementation are a well-functioning, tripartite inter-ministerial coordination structure, an

1 https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_806092.pdf

2 Independent evaluation in 2012 of the ILO’s work on employment policy.

3 The following countries are covered: Argentina, Bosnia and Herzegovina, Burkina Faso, Brazil, China, Republic of Korea, South Africa, and the European Union (EU) including the United Kingdom and Germany. Apart from Argentina and South Africa, the other countries mentioned here have ratified ILO’s Employment Policy Convention, 1964 (C122).

4 https://www.ilo.org/employment/Whatwedo/Publications/working-papers/WCMS_251002/lang--en/index.htm

Preface	Acknowledgments	Introduction	Overall approaches	Steps for implementing	Coordination	Accountability	Support system	Conclusion
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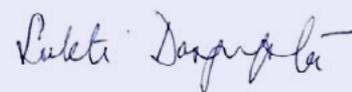
accountability framework, and a support system that includes institutions for policy delivery, information system, financing, and legislative and regulatory systems. However, this doesn't mean the institutions and capacity are prerequisite for NEPs implementation, the guidelines suggest taking steps to establish and strengthen the institutions and capacity.

While there is extensive country experience on NEPs formulation, knowledge on NEPs implementation is more limited and fragmented. In some areas therefore the guidelines cannot offer details and specifics but only general indications for future practice and further research.

Moreover, the guidelines are flexible so that they can be adapted to country circumstances and modified in the face of economic shocks, sudden conflicts, disasters, social unrest, or public health emergencies. In response to the COVID-19 crisis, for instance, governments

can rapidly adapt the steps for NEPs implementation, coordination and financing.

This publication will also need to be continuously updated by the ILO in collaboration with its tripartite constituents and development partners, as well as other stakeholders involved in both research and practice of national employment policies to make it a useful tool for employment policies and, in a broader sense, for other economic, social and environmental development policies that have an employment objective.



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International Labour Organization

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in Turin, with government officials, trade union and employers’ representatives during the Employment Policy Course 2012-2018, Academy on employment 2019 and E-learning Course on National Employment Policies for a Job-rich and Inclusive Recovery from the COVID-19 crisis 2020. They were also tested during capacity building activities in countries covered by the ILO offices in Moscow, Dar es Salaam, Harare, and Cairo.

Guidelines for implementation of national employment policies was written by Yadong Wang. It has gone into successive rounds of internal reviews in 2020-2021. Sangheon Lee provided overall views and support. Sukti Dasgupta and Sher Verick reviewed the guidelines and provided valuable suggestions and comments. Throughout the process, Eléonore D’Achon provided comments, inputs, and country examples. Valter Nebuloni, Michael Mwasikakata provided valuable suggestions and substantive inputs. Thanks also, for comments, country examples or technical inputs from Zulum Avila, Valentina Barucci, Kazutoshi Chatani, Jealous Chirove, Marie Josee Da Silva Ribeiro, Christoph Ernst, Valeria Esquivel, Luca Fedi, Julio Gamero, Tariq Haq, Phu Huynh, Woon Kyong Kang, Kee Beom Kim, Frédéric Lapeyre, Vicky Leung, Ali Madai Boukar, Nomaan Majid, Bernd Mueller, Mikhail Pouchkin, Gagan Rajbhandari, Soary Ratsima Rasendra, Diego Rei, Julia Surina, Felix Weidenkaff, Xinyu Lena Yan, and Nikhil Ray. A final thanks to Peter Stalker who edited the manuscript and Mariela Dyrberg for administrative support.

Abbreviations

ALMP	Active labour market policy	NDF	National development framework
CSO	Civil society organization	NDP	National development plan
EAP	Employment action plan	NEET	Not in education, employment, or training
EU	European Union	NEP	National employment policies
EWP	Employment work plan	MTEF	Medium-term expenditure framework
FAI	Fixed asset investment	NGO	Non-governmental organization
FoW	Future of work	NPO	Non-profit organization
GDP	Gross domestic product	NSO/NBS	National statistics office/National bureau of statistics
GIS	Geographic information system	OECD	Organization for Economic Co-operation and Development
IMCC	Inter-ministerial coordination committee	PEB	Pro-employment budgeting
IMF	International Monetary Fund	PES	Public employment services
ILC	International Labour Conference	PPP	Public-private partnership
ILO	International Labour Organization	PrEA	Private employment agency
ILS	International Labour Standards	RBM	Results-based management
LFS	Labour force survey	ROK	Republic of Korea
LMI	Labour market information	SDG	Sustainable Development Goal
LMIA	Labour market information analysis	SMEs	Small and medium sized enterprises
LMIS	Labour market information system	TVET	Technical and vocational education and training
LMP	Labour market policy	UN	United Nations
ITCILO	International Training Centre of the ILO	UNDAF	United Nations Development Assistance Framework
M&E	Monitoring and evaluation	UNDP	The United Nations Development Programme
MLESS	Ministry of Labour, Employment and Social Security	WB	World Bank
MoF	Ministry of Finance		

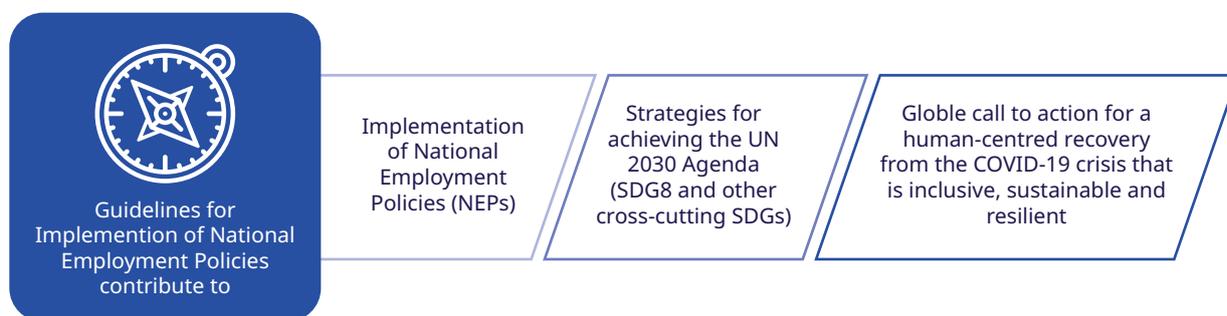
► Introduction

The world of work is rapidly being transformed by many factors, including technological innovation, environmental and climate change, globalization, demographic shifts, and labour migration and population movements, as well as by issues of human security and social instability. From 2020, the COVID-19 crisis intersected with all these changes to produce the most severe economic and labour market downturn since the Second World War.⁵ As the international community engages in a collective endeavour to tackle the devastating human impact of the pandemic, it is even more important to develop and implement national employment policies and ensure that people have fair, inclusive and secure future of work with full, productive and freely chosen employment, and decent work for all.⁶

1. Purpose of the Guidelines

The guidelines are primarily a response to requests from ILO constituents on how to implement national employment policies more effectively. They have been developed, as a follow-up and update to the ILO's Guide for the formulation of national employment policies (ILO, 2012). They aim to help tripartite partners to formulate and implement NEPs, complementing advice provided by ILO specialists. The guidelines also help to create a permanent and sustainable institutional setup for NEPs implementation. At the same time they contribute to the UN 2030 Agenda, helping countries implement the economic, social and environmental development policies that support SDG8 and other cross-cutting SDGs. Last but not least, the guidelines aim also to help countries devise and implement job-rich and inclusive recovery strategies from the COVID-19 crisis (Figure 1).

Figure 1 – Purpose of the Guidelines



The guidelines are built on three pillars, i.e. coordination structure, accountability framework and support system that have already existed in some countries. In other countries, these are still very weak, or not evident, so it is hoped that the guidelines can help create or strengthen them and enhance the capacities of institutions and constituents. The aim should be to achieve a consensus at the national level that employment is a central objective of economic, social and environmental development policies and to ensure that the economic and finance ministries are on board in the whole NEPs process.

2. Audience

These guidelines are for those who are involved in the design and implementation of employment policies, as well as for others who want to have more influence on policies. Table 1 lists potential users and where they will find the necessary information in the Guidelines.

Effective NEPs implementation will depend upon the government structure. This can be considered at three levels. First there is the national government, or where appropriate, central government or federal government. In some cases, this can also include supranational government. Second, there are provincial or regional

5 National employment policies for an inclusive, job-rich recovery from the COVID-19 crisis. https://www.ilo.org/employment/Whatwedo/Publications/policy-briefs/WCMS_756676/lang--en/index.htm

6 International Labour Organization Centenary Declaration for the Future of Work. 2019. <https://www.ilo.org/global/about-the-ilo/mission-and-objectives/centenary-declaration/lang--en/index.htm>

governments. Third, there are local and other lower levels of government.⁷

The guidelines consider the appropriate roles of government at different levels. Provincial, regional, and local governments, for example, can have delegated powers and in some cases have autonomy to implement their own employment policies. Overall, the national framework should be flexible and adapt to specific circumstances, priorities and needs.

Most countries have a ministry responsible for making and implementing national employment policies and labour market programmes. In these guidelines, this is referred to as the ministry in charge of employment – the name differs by country. In some countries the employment portfolio is attached to the ministry of economy or finance, for which these guidelines can still be applied. These guidelines reflect the reality and perspective that employment is a shared concern which goes beyond the ministry in charge of employment; other ministries and institutions are also key stakeholders.

3. Organization of the Guidelines

The guidelines are organized in five chapters:

Chapter 1 – Overall approaches to employment policy – This suggests a three-pillar framework, with guiding principles to implement employment policy. This includes not just the rules but the principles that help establish a mind-set for implementing employment policies.

Chapter 2 – Steps for implementing employment policy – This covers action plan, capacity building, advocacy and communication, policy delivery, monitoring and evaluation, policy adjustment and improvement. It also suggests how to adapt for emergencies, such as the COVID-19 crisis. The chapter proposes three useful tools: an implementation checklist; a preliminary feasibility study; and a phased implementation strategy.

Chapter 3 – Coordination of employment policy – This can involve a national inter-ministerial coordination committee (IMCC) that deals with leadership, and executive and technical capacities. There are alternatives depending on each country's specific context, but the structure should be flexible and adaptable. This chapter also describes country experiences of successes and failures in the coordination of employment policy.

Chapter 4 – Accountability for implementing employment policy – This suggests a framework with three components: accountability commitment, results-based implementation, and an oversight mechanism. Countries select the elements and methods appropriate to their own contexts.

Chapter 5 – Support system for employment policy implementation – The NEPs should be designed according to a country's capacity. This chapter covers institutions for NEPs delivery and its labour market information system. It also suggests a financing approach and methodology, as well as a legislative and regulatory system.

In conclusion, a forward-looking approach to achieving broader objectives of economic, social and environmental development through the implementation of NEPs.

Each chapter answers the main questions on NEPs implementation and offers country examples. The Guidelines also address cross-cutting issues such as gender equality, youth employment, non-discriminatory employment, prohibition and elimination of child labour, and formalization of informal employment.

4. Using the Guidelines

The guidelines are not rigid instructions, rather they are intended to orient decision-making and developing a NEPs framework that fits the national context and ensures local ownership of the process. The publication can be read in its entirety or through selected chapters and topics.

The guidelines should be read alongside other ILO documents: the ILO Centenary Declaration for the Future of Work 2019, Two Decades of National Employment Policies: Lessons from the past, policies for the future⁸; the Youth Employment Action Plan endorsed by ILO Governing Board in November 2020; and the Resolution concerning a Global call to action for a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient.

The guidelines can also be used to support implementation at provincial/regional and local levels if adapted to the local circumstances and needs.

⁷ The institutions of local government vary greatly between countries, and even where similar arrangements exist, the terminology often varies. Common names for local government entities in different countries include: state, province, region, department, county, prefecture, district, city, township, town, borough, parish, municipality, shire, village, and local service district.

⁸ [wcms_817748.pdf \(ilo.org\)](https://www.wcms.ilo.org/817748.pdf)

Table 1 – Potential users and what to look for in the Guidelines

Potential users	What to look for?
<i>Politician, parliamentarians</i>	<ul style="list-style-type: none"> - Commitment on the NEPs and how to make it. - Support for NEPs implementation and how to give it. - How to instrumentalize a NEPs for real employment impact and jobs for the population.
<i>Government, (national, provincial/regional and local)</i>	<ul style="list-style-type: none"> - The responsibilities of government in NEPs implementation. - How to make and translate political commitment on employment into actions and policy results. - How to administer the NEPs implementation process. - How to support other NEPs stakeholders in NEPs implementation. - The government's roles in NEPs coordination. - The government's accountability in NEPs implementation.
<i>Inter-ministerial coordination committee</i>	<ul style="list-style-type: none"> - Coordination of employment policy. - How to run the inter-ministerial coordination structures. - The responsibility of each member in the coordination structures. - How to create accountability for NEPs implementation?
<i>Ministry in charge of employment</i>	<ul style="list-style-type: none"> - How to enhance capacity to lead the NEPs development and implementation, - How to cooperate and collaborate with other stakeholders in NEPs implementation. - How to work with the MoF and other line ministries to plan, use and manage the employment budget. - How to create accountability for NEPs implementation
<i>Ministries in charge of finance and planning, and other line ministries</i>	<ul style="list-style-type: none"> - The respective responsibilities of other ministries in NEPs implementation. - How to participate in the coordination structure of employment policies. - How to work effectively with the ministry in charge of employment and other stakeholders to implement the NEPs. - How to keep accountable in NEPs implementation.
<i>Tripartite bodies, and other social dialogue institutions</i>	<ul style="list-style-type: none"> - The responsibilities of the tripartite bodies and other social dialogue institutions in NEPs implementation. - How tripartite partners can work together to play an active role in NEPs implementation. - The differences between tripartite structures and inter-institutional coordination structures in NEPs implementation.
<i>Employers' and workers' organizations</i>	<ul style="list-style-type: none"> - The respective responsibilities of the workers' and employers' organizations in NEPs implementation. - How workers' and employers' organizations can contribute to NEPs implementation. - How workers' and employers' organizations can be actively involved in NEPs coordination.
<i>Civil society⁹</i>	<ul style="list-style-type: none"> - The roles of the civil society in the implementation of the NEPs. - How civil society can get involved in NEPs coordination. - How civil society can actively contribute to accountability of NEPs implementation.
<i>Academia, economic, social and environmental research institutions</i>	<ul style="list-style-type: none"> - Knowledge and advice on the status of the labour market regarding the development challenges and outlook – what knowledge and how to provide it. - How to mainstream the employment issues regarding the NEPs in curricula and training tools.
<i>Institutions for NEPs delivery¹⁰</i>	<ul style="list-style-type: none"> - The respective roles of different institutions for NEPs delivery. - How to partner with government and other deliverers to implement the NEPs.
<i>Beneficiaries of NEPs¹¹</i>	<ul style="list-style-type: none"> - How the voices of the NEPs beneficiaries in NEPs implementation can be heard. - The private sector and employers can get involved in NEPs implementation. - How different beneficiaries can access the respective employment policies.
<i>Regional economic communities, development partners</i>	<ul style="list-style-type: none"> - How to effectively work with countries in NEPs development and implementation. - How to become involved in NEPs implementation in a country in collaboration with the ILO.
<i>The ILO</i>	<ul style="list-style-type: none"> - How to provide policy advice, capacity building and practical guidance to tripartite constituents in different regions to help NEPs implementation. - How to work with different NEPs stakeholders in a country to ensure the ownership of NEPs implementation. - How to collaborate with other organizations and development partners to effectively implement the NEPs in member states.

9 Includes civil society organizations (CSOs), and non-governmental organizations (NGOs).

10 Public, private, and non-profitable providers of NEPs services, for government agencies, such as PES, TVET, other government agencies, employment providers, etc.

11 Including employers in public sector and private sector, specific groups of workers in vulnerable situation, etc.

1 Overall approaches to employment policy implementation

This chapter covers overall approaches and principles for implementing NEPs, and developing the necessary instruments. It suggests a three-pillar framework.

Chapter 1 Key takeaways

- ▶ **Employment is a cross-cutting issue:** Implementation poses a number of specific challenges. Employment outcomes depend on a series of interventions in supply, demand and labour market governance, so implementation is not only a question of considering interventions that have an explicit and direct impact on employment and under the exclusive responsibility of the ministries in charge of employment. Implementation is concerned with all policies that have an influence on job creation.
- ▶ **A flexible framework:** Changes in labour markets require a national employment policy implementation framework that is comprehensive and flexible.
- ▶ **Key aspects of implementation:** Implementation is not a secondary phase but an integral part of employment policy, using top-down and bottom-up processes.
- ▶ **Three pillars:** The suggested framework comprises three pillars: coordination, accountability, and a support system.
- ▶ **Guiding principles:** Design and implementation can be based on nine guiding principles.
- ▶ **Lessons from experience:** Countries can learn from the successes and failures of implementation in other countries over recent years.

1. Definition and framework of national employment policies

Employment policy varies across countries, at different stages of economic, social and environmental development. A good understanding of country context and employment policy helps identify the appropriate approaches, institutions and tools for implementation.

1.1 ILO definition of employment policy

Employment policy is a vision and framework that links all stakeholders and a set of multi-dimensional interventions to achieve specific employment objectives (Box 1.1).

It includes the targets, a plan of what to do, and programmes for implementation. Employment policy can be made either at national or local level. In this Guidelines, it refers to national employment policies, NEPs.

National employment policies are informed by international labour standards, notably the Employment Policy Convention (No. 122), 1964, and the Employment Policy (Supplementary Provisions) Recommendation, (No. 169), 1984.¹² In the context of future of work challenges, the ILO Centenary Declaration for the future of work 2019 provides further guidance on employment policies.

To address the effects of the COVID-19 crisis, NEPs need to take into account Future of Work challenges, focusing on demand-side measures, and specific measures – targeting hard-hit sectors and groups, especially for those in the informal economy. Details can be found in the *ILO policy brief on national employment policies for an inclusive, job-rich recovery from the COVID-19 crisis*.

Box 1.1 – ILO definitions of national employment policies

NEPs can be defined as:

- policies for achieving a country's employment goals, covering both quantity and quality dimensions, addressing both the demand and supply sides of the labour market, while matching the two.
- which brings together government, including not only ministries of labour and employment, but also finance and planning, and other government agencies, along with representatives of workers and employers and other relevant stakeholders, to formulate and implement policies with explicit employment objectives.
- which comes in different forms depending on the country situation, including standalone, comprehensive national policy documents and the integration of employment objectives in national/regional development plans, and in other national policies and strategies, backed up by implementation mechanisms.

Source: ILO Policy Brief on National employment policies for an inclusive, job-rich recovery from the COVID-19 crisis. https://www.ilo.org/employment/Whatwedo/Publications/policy-briefs/WCMS_756676/lang--en/index.htm

1.2 A comprehensive approach to national employment policies

A NEPs will touch upon a wide array of economic, social, environmental and labour market policies that affect both the supply and demand sides of the labour market, as well as the intermediation between them. It can therefore serve as an umbrella for complementary policies covering such areas as employment-centred economic, social and environmental development, gender equality, youth employment, working conditions, and the informal economy. Figure 1.1 indicates a comprehensive framework of national employment policies.¹³

The final composition of the NEPs and priorities will depend on the binding constraints to growth and employment creation identified, and the country's capacity to deliver those priorities. Countries that have limited resources do not need to embrace all of this framework at once, instead they can focus on specific priorities and identify sequencing that fits with national capacities, priorities and institutions.

Countries can design employment policy frameworks based on their own circumstances, needs, priorities and level of development. In general, five types of policies have been adopted by countries:¹⁴

- A. Comprehensive** – Focusing on both demand and supply side, with pro-employment macroeconomic policies, sectoral policies and labour market policies (LMPs).
- B. Economic, social and environmental policies in national development plans** – These may be comprehensive as in A) above, except that while they have employment aims as their central objective, they are not in a standalone NEPs. For example, there are employment objectives in national development plans in South Africa, Indonesia, the Bahamas, Bolivia, Ecuador, Egypt, Grenada, Jamaica, St. Vincent and the Grenadines, Ukraine and Trinidad and Tobago.¹⁵
- C. Labour market policies** – Focusing on LMPs, supported by economic, social and environmental policies.
- D. Policies for specific groups** – On youth employment, for example, gender-responsiveness, or on transition to formality, or for migrant workers.

12 Programme and budget for the biennium 2020–21, at: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---program/documents/genericdocument/wcms_736562.pdf

13 Details on NEPs can be found at ILO website: <https://www.ilo.org/global/topics/dw4sd/themes/n-e-policies/lang--en/index.htm>

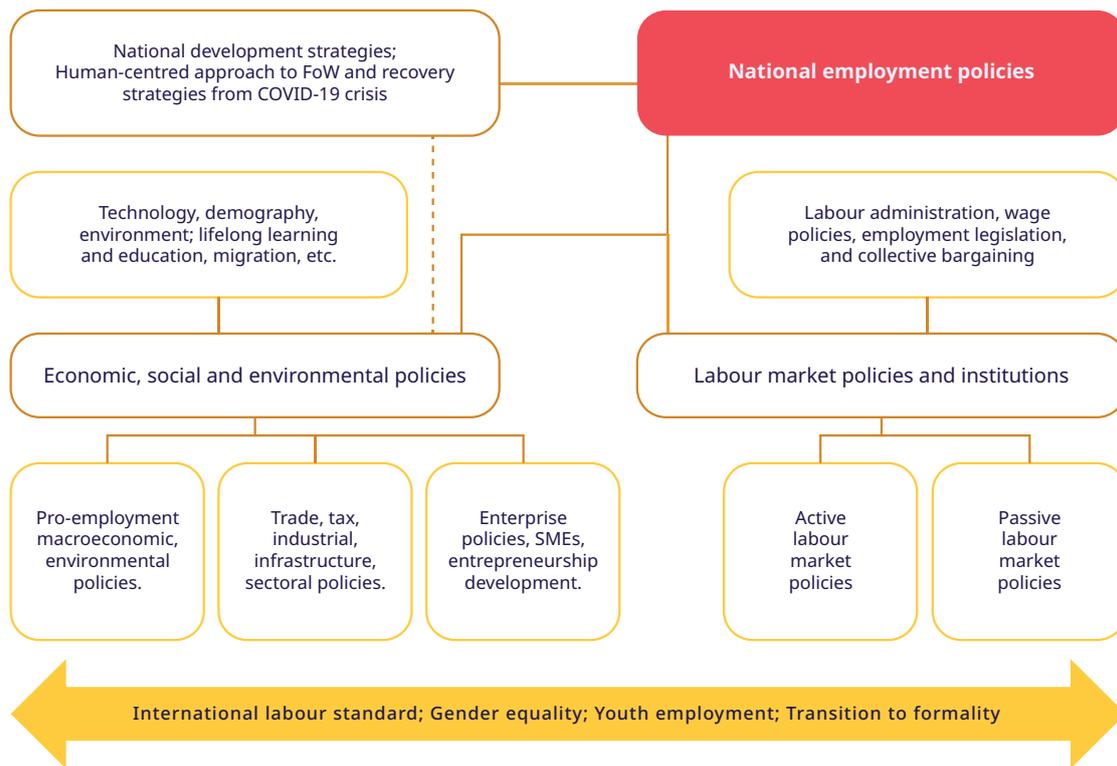
14 https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---program/documents/genericdocument/wcms_736562.pdf

15 Ideally NEPs should feed into the NDPs if they are to be sustainable and effectively implemented. Nonetheless, experience also shows that without an operational framework (NEPs), some countries find it difficult to effectively translate the employment objectives in the NEPs into actionable strategies for implementation.

E. *General declarations* – Employment policies can be promoted in the constitution, labour law, and employment legislation. These declarations can be made

before NEPs has been launched or after it has been implemented – for example, in Nicaragua, Panama, Indonesia, China, and the Republic of Korea.

Figure 1.1 – A comprehensive approach to national employment policies



Note: This figure is based on the ILO SDG Note - National Employment Policies. Geneva: ILO Employment Policy Department, 2016.

Implementation, including the institutional arrangements, stakeholders involved, and tools used, will differ according to employment policies. These guidelines refer mainly to approaches A, C and D. Approaches B and E, require more operational measures or action plans.

2. Implementation cuts cross the employment policy process

The effectiveness and success of NEPs will depend on both formulation and implementation. The way NEPs is designed – with broad-based participation – will determine

whether or not it is implementable. Participation ensures ownership by those who will later be responsible.¹⁶

Formulation sets up vision and goals, objectives and targets, policy framework and interventions. Implementation involves a series of synergistic actions by stakeholders at different levels to put the policies into practice and achieve the employment objectives.¹⁷

Implementation is not a secondary phase, it can be seen one of the seven phases of the employment policy process – but it also cuts across the whole process and links to the other phases (Figure 1.2).¹⁸

Actions at each phase should consider the impact on implementation.

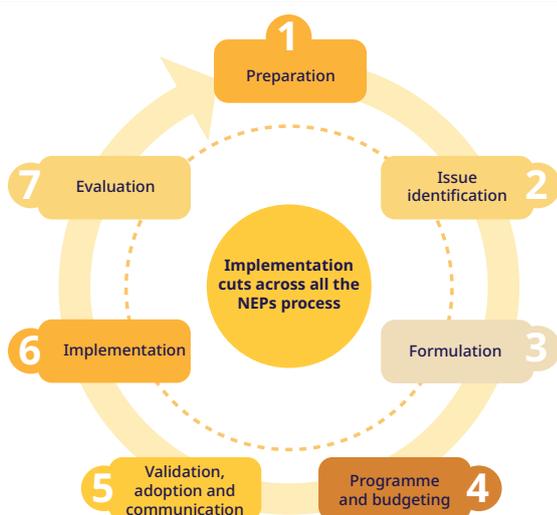
16 See NEPs report Part I at: [wcms_817748.pdf \(ilo.org\)](https://www.ilo.org/wcmsp5/groups/public/-/wcms_817748.pdf)

17 As the independent evaluation in 2012 of the ILO’s work on employment policy pointed out: “Unless appropriate institutional arrangements can be put in place to ensure their timely and effective implementation, even sound policies may not produce the desired results.”

18 Guide for the formulation of national employment policies. ILO, 2012

- ▶ The Preparation phase defines the vision and goals of the employment policy, which should be realistic and achievable. The indicators should be clearly designed and as SMART as possible.¹⁹
- ▶ The Issue identification phase should also focus on the main implementation challenges and on how the employment goals and targets can be realistically achieved within the specified period.
- ▶ In the course of Formulation, elements of implementation need to be deliberated on before being integrated in the NEPs document. These include coordination structures, budget arrangements, responsibility and accountability.
- ▶ The Programme and budgeting phase specifies plans, conditions, methods and requirements.
- ▶ The Validation of adoption and communication phase should ensure a ready and well-designed implementation framework.
- ▶ Implementation requires action by those who have committed to delivering policies.
- ▶ The Evaluation phase assesses what has been achieved and the lessons learned, and answers questions relating to the impact of implementation and the results.

Figure 1.2 – Implementation cuts across the employment policy process



Source: based on the *Guide for the formulation of national employment policies*, ILO.

19 SMART: Specific, Measurable, Achievable, Realistic, Time-bound.

20 Conclusions concerning the second recurrent discussion on employment, the 103rd International Labour conference, Geneva, May-June 2014

21 <https://www.npc.gov.na/downloads/policies%20by%20year/2013/Employment%20Policy-Final%20Draft.pdf>

3. Different approaches of implementation

3.1 An integral part of employment policy

The implementation framework of NEPs typically consists of the following elements that are often included in the NEPs document or its employment action plan (EAP):

- ▶ Goals and objectives – Which will be developed into part of an employment action plan.
- ▶ Institutional arrangements – These cover coordination structures, capacity building, tripartite consultation, responsibilities.
- ▶ Accountability system – To manage implementation and evaluate the impact, report on the results and manage performance.
- ▶ Budget arrangements – To define the sources, and to use and manage the employment budget.

The International Labour Conference at its 103rd Session in 2014 suggested a comprehensive employment policy framework to promote full, productive and freely chosen employment. This put forward key elements of implementation, such as tripartite processes, inter-institutional coordination mechanisms, labour market information systems, and monitoring and evaluation systems (Box 1.2).²⁰

In Namibia, for example, the National Employment Policy 2013-2017²¹ comprises three parts, Part 3 is the Policy Implementation Plan, which includes an Action Plan (priority areas, actions to be taken, implementing institution and timeframe), roles of players, monitoring and evaluation, etc.

Box 1.2 – Key elements of a comprehensive employment policy framework

1. Pro-employment macroeconomic policies,
2. Trade, industrial, tax, infrastructure and sectoral policies.
3. Enterprise policies, including SME policies.
4. Education and skills policies.
5. Labour market policies and institutions.
6. Policies that address long-term unemployment.
7. Labour migration policies.
8. Tripartite processes to promote policy coherence.
9. Effective inter-institutional coordination mechanisms.
10. Comprehensive activation strategies.
11. Policies to encourage the transition to formality.
12. Policies to tackle the challenge of environmental sustainability.
13. Policies to tackle the employment implication of the new demographic context.
14. Relevant and up-to-date labour market information systems.
15. Effective monitoring and evaluation systems of employment policies.

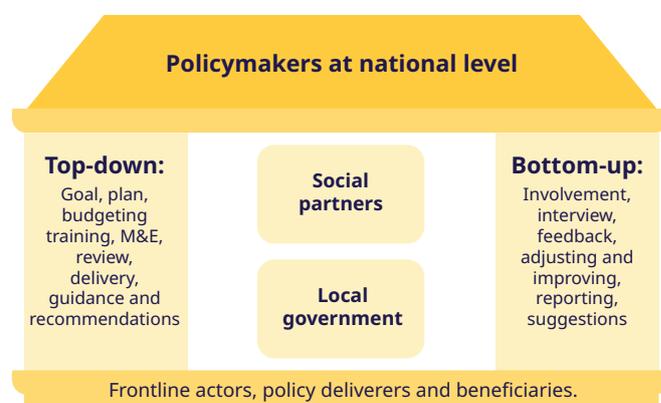
Source – Conclusions concerning the second recurrent discussion on employment, the 103rd International Labour conference, Geneva, May-June 2014.

https://www.ilo.org/ilc/ILCSessions/previous-sessions/103/reports/committee-reports/WCMS_249800/lang--en/index.htm

3.2 Top-down and bottom up

Implementation should not just be top-down but also bottom-up. The bottom-up approach is participatory – with feedback from local actors, from deliverers to their partners, and from policy beneficiaries to policy-makers. This ensures effective implementation, inclusion and engagement, and ownership – through interviews, feedback, and reporting, as well as suggestions and proposals (Figure 1.3).

Figure 1.3 – Combined top-down-and bottom-up approach to NEPs implementation



Source: author

Countries may have other approaches within their own distinctive administrative structures. The EU, for example, offers a useful reference for coordination and collaboration between member States. It covers how the priorities and targets are set, guidelines are proposed and delivered, implementation including budget situation is monitored and reported, employment policies are improved, and stakeholders are involved in the whole process (Box 1.3).

Box 1.3 – Employment policy implementation in the European Union

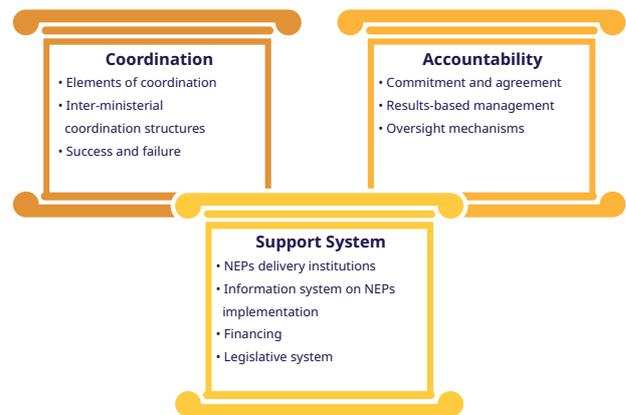
- A. *Overall objectives and targets set at EU level*, under the Europe 2020 framework. These EU targets have been translated into national targets by the member States. Member States regularly report on the implementation of these targets.
- B. *Guidelines for the employment policies of member States* set broad policy priorities for the EU member States in line with the Europe 2020 targets. The Guidelines for employment policies are reviewed annually. The European Commission (EC) makes a proposal for these guidelines, which are then agreed by the member States and adopted by the Council.
- C. *Joint Employment Report (JER)* provides an annual overview of key employment and social developments in the EU as well as Member States’ reform actions in line with the Guidelines for the Employment Policies of Member States. The report includes a scoreboard of key employment and social indicators on the basis of which EU countries are benchmarked.
- D. *Country Reports*. Based on the information provided in the draft JER, the EC publishes country reports which analyse the areas of macroeconomic and social importance for each member State and assess their respective budgetary situation. They assess progress made in implementing the previous years’ country-specific recommendations as well as the country-specific Europe 2020 targets. Discussions with the member States take place before and after the country reports are published.
- E. *The National Reform Programmes (NRPs)* are action plans drawn up by national governments which set out how their respective countries will implement the targets and objectives set under the Europe 2020 strategy, including their employment targets. Jointly with the NRPs, EU member States also submit their stability/convergence programme reports to the EC for assessment. Member States are asked to consult with their national parliaments, social partners and civil society before submitting these documents to the EC.
- F. *Country-Specific Recommendations (CSRs)*. The EC assesses the NRPs and analyse the country reports, and proposes CSRs. The CSRs are tailor-made recommendations to a member State as to which economic, budgetary, employment or social issues should be addressed.

Source: “Europe 2020 Strategy: a European Strategy for smart, sustainable and inclusive growth” (Zimmermann, K., Fuertes, V. 2014).
https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613368.pdf

3.3 Three pillars of implementation

The implementation framework will depend upon country circumstances and institutions. However, country experiences suggest three common pillars – a coordination structure, an accountability framework and a support system (Figure 1.4)

Figure 1.4 – Three pillars of a NEPs implementation framework



Source: author

- ▶ **Pillar I – Coordination.** Employment policy is cross-cutting, so it is important to coordinate across key dimensions and actors. This can be delivered through an inter-institutional structure based on tripartite social dialogue. Actors could include those working in the informal economy or indigenous people, and in the case of the COVID-19 crisis, critical stakeholders like the ministry of health.
- ▶ **Pillar II – Accountability.** Those responsible for a NEPs need to explain it, report on it, and be answerable for the results.
- ▶ **Pillar III – Support system.** This provides resources such as delivery institutions, financing, a labour market information system, and a legislation system that provides long-term support.

4. Guiding principles

The NEPs should operate with guiding principles to manage implementation, influence governance and the performance of stakeholders, and help avoid pitfalls. The Guidelines propose the following principles, which are reflected in respective chapters:

- A. Putting employment at the heart of economic, social and environmental development policies.
- B. Translating political commitments on employment into action.
- C. Integrating implementation in policy formulation.
- D. Building an enabling environment.
- E. Equipping the ministry in charge of employment.
- F. Involving local governments in implementation.
- G. Taking into account the voices of the beneficiaries.
- H. Promoting inclusion and gender equality
- I. Keeping implementation flexible and adaptive

A. Putting employment at the heart of economic, social and environmental development policies

Employment needs to be embedded in policies for economic, social and environmental development. This will help in mobilizing more resources and in strengthening institutions and capacities. In the case of the COVID-19 crisis, for example, employment topped the agenda of policy responses of lockdown and economic recovery. This provided resources through stimulus packages, and strengthened inter-ministerial coordination structures.

Governments can take a number of practical steps in this direction. While designing their policies, economy, finance and social ministries can assess the impact on employment. For example, in 2013, the Government of the Republic of Korea launched the 70% Employment Rate Roadmap and called for a review of all policies from a jobs perspective – which strengthened the nationwide coordination structure (Kang, 2014). Similarly, in response to COVID-19, China had an employment evaluation system for policies in different sectors (Wang, 2020).

22 Toolkit for Mainstreaming Employment and Decent Work, SELF-ASSESSMENT CHECKLIST: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---exrel/documents/publication/wcms_172609.pdf, and Country Level Application: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---exrel/documents/publication/wcms_172612.pdf

The ministry in charge of employment has a key part to play in ensuring employment-centred policies. Either it can be actively involved in policymaking on economic, social and environmental development, or it can lead coordination between the ministries in charge of macro and sectoral policies. For this purpose it can use a number of tools, such as the UN Chief Executives Board Toolkit for Mainstreaming Employment and Decent Work, developed by the ILO for including employment and decent work issues in policies and strategies.²² In Tanzania, an adapted version of the Toolkit was used to conduct assessments of the extent to which employment is taken into account in the various government policy documents, both at national and decentralized levels. In 2018, Cameroon and São Tomé and Príncipe used this tool to enhance capacities of sectoral ministries. Another asset is the ILO companion to promote decent work in the SDGs. Employment is at the centre of the UN 2030 Agenda for Sustainable Development: indicators by target. See Annex 1.

B. Translating political commitment on employment into action

Governments should be committed to full, productive and freely chosen employment and decent work for all. For this purpose many countries need to put employment on top of their agendas and make it a central objective of macro policies. This should start at the top with either the president or the prime minister, or their high-ranking representatives who should play leading roles in NEPs coordination. At lower levels of government the same role should be played by the head of local government. In Burkina Faso, for example, the Prime Minister chairs the National Council of Employment and Vocational Training, and there are corresponding coordination structures in all regions. The governments of Morocco and Serbia have also supported employment policy coordination in a similar way (See Chapter 3).

The government should also be politically and administratively accountable for implementing employment policy. This requires: (1) Clear allocation of roles and responsibilities; (2) Follow-up oversight mechanisms; (3) A system of incentives; (4) Monitoring and impact evaluation to inform succeeding evidence-based policy making.

C. Integrating implementation in formulation

The way the NEPs is designed is also key for future implementation. A NEPs design process that includes the views and concerns of all actors is more likely to be implemented. Compared with NEPs done by a single institution, one with broader participation builds ownership. This means that implementation is not just a series of actions taken after the policy has been adopted. It should be a central consideration during NEPs formulation and could be taken into account through a checklist of questions. These could include the following: Are the policies implementable? Are there targets? Who has what responsibilities for implementation? What key tools and institutions are needed? Are the staff capable and is the budget sufficient?

Then as they monitor and evaluate implementation, policy-makers have to consider how the NEPs might be adjusted and renewed to make it more adaptable and responsive (Figure 1.5). For this purpose, rather than wait until the end of the purpose, targets in the NEPs or EAP can be adjusted every year to tune the implementation.

Figure 1.5 – An integrated relationship between implementation and formulation



Source: author

D. Building an enabling environment

NEPs implementation requires collaboration with line ministries, and active participation by social partners and civil society organizations. This should be supported by strong sensitization and awareness campaigns as well adequate human and financial resources. These elements are mutually reinforcing; an absence of one may affect the whole NEPs.

Implementation should also be sustainable. For this purpose, and to enhance coordination, coherence and collaboration, a dynamic working relationship should

be built among ministries, social partners, and between national and local governments. The ministry in charge of employment should also ensure transparency and communicate information on progress and results. In addition, it should also be incentives for performance and accountability to ensure that stakeholder contributions are recognized and rewarded. On the other hand, the adjustment and improvement of the NEPs should be demand-oriented and respond to changes in labour markets (Figure 1.6).

Figure 1.6 – Components of an enabling environment for NEPs implementation



Source: author

E. Equipping the ministry in charge of employment

The ministry in charge of employment needs to be further strengthened and assigned responsibility for coordination at a sufficiently high and influential level (Islam R. 2014). It should also be involved in economic, social and environmental development policies for achieving the SDGs. For this purpose it will need the appropriate structure and technical capacities. For example, in the Republic of Korea, the mandate of the Ministry of Employment and Labour was renewed by Law, giving it the authority to coordinate the employment dimension of sectoral policies.

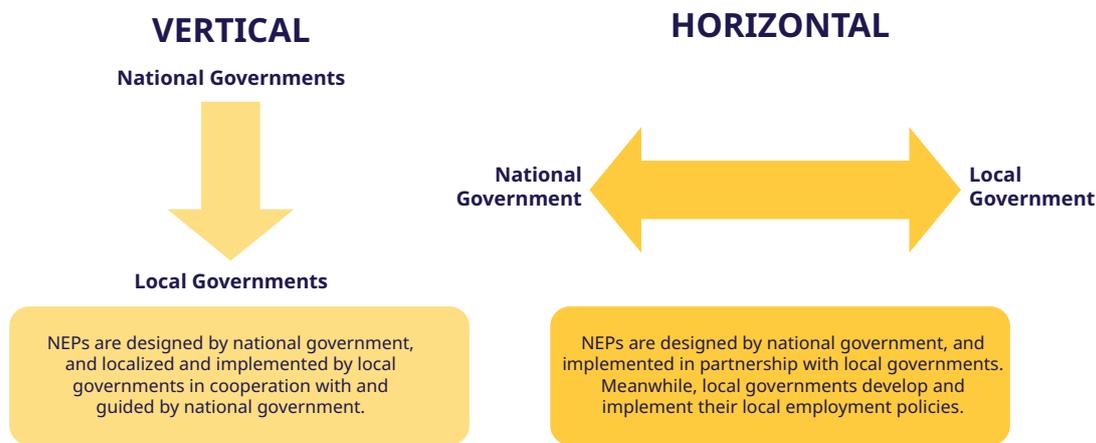
All other ministries that have a new role to play in favour of employment in the context of NEPs should also be

enhanced. In many countries, employment is dealt with by a single ministry. But in others the employment portfolio is attached to ministries of economy or finance, as for example, in Hungary, Finland, Switzerland, and Botswana.²³ Combining portfolios doesn't always mean better coordination; the advantages and disadvantages of combinations have to be observed and well managed.

F. Involving local government in employment policy implementation

National employment policy has its roots in, and is implemented at, the local level, so it is important to build effective relationships between national and local governments²⁴ and to involve them in NEPs formulation and implementation.

Figure 1.7 – Relationships between national and local government within different administrative structures



Source: author

The relationships between national and local governments may be horizontal or vertical (Figure 1-7). In a horizontal structure, local government is part of the inter-institutional coordination structure and a key player in NEPs formulation and implementation at the national level – as for example, in Argentina, China, Germany, the Republic of Korea, and the UK.²⁵ In this structure, national and local governments should collaborate to keep the alignment between targets and policies for national and local employment and should avoid overlapping responsibilities for NEPs implementation.

In the vertical structure, it is particularly important for national government or the inter-institutional coordination structure to have a good understanding of the local circumstances and provide the necessary guidance and capacity building for local governments.

G. Taking into account the voices of beneficiaries

Whether the employment policies are working or not should ultimately be judged by the beneficiaries. Through social dialogue, governments and NEPs stakeholders therefore need to involve beneficiaries in NEPs formulation and implementation and get their feedback. Are the policies actually being implemented? Are jobseekers finding the right jobs and are employers finding the right workers? Could employment policies be improved?

Policymakers need to establish good lines of communications and put themselves in the shoes of workers and enterprises. The following methods are often used:

23 Ludek Rychly. 2013. Ministries of Labour: Comparative Overview, Database, Organization, ILO action. Working paper No. 27. ILO-Geneva. https://www.files.ethz.ch/isn/167490/wcms_216424.pdf

24 The institutions of local government vary greatly between countries, and even where similar arrangements exist, the terminology often varies. Common names for local government entities in different countries include: state, province, region, department, county, prefecture, district, city, township, town, borough, parish, municipality, shire, village, and local service district.

25 Wang Y. 2017. Employment policy implementation mechanisms across countries. Employment research brief. Employment Policy Department, International Labour Office (Geneva).

- ▶ *Employment policy consultation* – Typically, the ministry in charge of employment, meets with a group whose members are mainly enterprises. The name will differ from country to country – it could be a committee, forum, or council. For example, the Republic of Korea has a Public-Private Job Creation Consultative Committee, and the On-site Job + Team.²⁶ In many cases, the consultation should base on tripartite structure.
- ▶ *Employment policy talks and interviews* – These are organized by NEPs designers and other stakeholders throughout the NEPs process. Jobseekers and representatives of workers and employers can be invited to participate.
- ▶ *Workplace visits* – Government staff regularly visit employers and other workplaces to meet employers and workers and discuss policy implementation. Some countries, as in Argentina, integrate these visits with labour inspection.
- ▶ *Communications links*. Policymakers and deliverers can collect comments and suggestions through phone lines, websites, mailboxes, and e-platforms.

All these processes of communication and engagement with workers and enterprises should involve the social partners and use tripartite consultation to build the government’s relationship with workers and enterprises.

H. Promoting inclusion and gender equality

A key purpose of NEPs implementation is to assist disadvantaged groups – which may include women, youth, persons with disabilities, workers in rural areas or in the informal economy, migrant workers, workers living with or affected by HIV/AIDS or COVID-19, and workers who hold a particular religion or belief.

The NEPs implementation should aim to reduce the obstacles faced by these groups such as physical communication and information and language barriers, as well as attitudinal barriers. For example, employment services need to be available and conveniently located, and they have to be accessible.

Throughout the NEPs implementation process, it is important to raise inclusion awareness – when making action plans, for example, training staff, delivering employment policies, monitoring and evaluating,

reviewing employment policies. Organizations of these groups should therefore be included in the coordination process – such as organizations of women, youth, disabled persons, and religious organizations.

Throughout the process, it is also critical to address gender issues. For this purpose policy makers can consider two key documents that can enhance NEPs implementation: ILO’s *Strategy for Gender Mainstreaming in the Employment Sector 2010-2015*²⁷, and *A gender-responsive employment recovery: Building back fairer in 2020*.²⁸

This should start from the employment action plan (EAP), which will include setting explicit targets, activities and outcomes geared towards gender equality. Other NEPs implementation steps should also be gender-responsive, including staff training, advocacy and communication, M&E, and implementation reports. This will require gender budgeting and assigning responsibilities on gender mainstreaming to support accountability.

Women should be represented at all levels of decision-making. Institutions that represent women should be members of coordination structures at national and local levels, and participate in the whole process of NEPs formulation and implementation. Women and men should be equally involved when appointing working groups, commissions and advisory boards, and for organizing events – for example, when selecting speakers, or people to be interviewed.

Women and men should benefit equally from employment policies and from services delivery. This does not mean equal numbers of women and men. In order to bring about gender-equitable outcomes, policy makers need to pay attention to different needs and circumstances of women and men.

Finally, policymakers need to accumulate knowledge and experience on gender equality and good practices.

I. Keeping implementation flexible and adaptive

During the process of NEPs implementation, policymakers will need to make adjustments and improvements. So the framework should be flexible and adaptable. The changes may be caused by internal factors, such as staff and budget capacity, management capabilities, ownership, fraud and corruption cases – which should be under the control of the inter-institutional coordination structure and its members.

26 Kang, S. 2014. Employment policy implementation mechanisms in the Republic of Korea, Employment Policy Department, International Labour Office (Geneva)

27 https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_154351.pdf

28 https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_751785.pdf

Other changes may result from external factors such as political, social, economic, environmental conditions, public health emergencies, and institutional set-ups which are beyond the control of the inter-institutional coordination structure.

To keep the implementation responsive to changes:

- ▶ *Identify the changes* – analyse and assess the impact on both employment policies and implementation.
- ▶ *Adapt the work plan* – including employment targets, budget allocation, activities, and responsibilities for the next period, such as quarter or year.
- ▶ *Adjust inter-institutional coordination* – including members and functions.
- ▶ *Reorient employment policy advocacy and communications* – to mobilize new political commitment, and support for new or renewed employment policies.
- ▶ *Strengthen capacity building of actors* – including stakeholders, staff, and policy deliverers.
- ▶ *Enhance accountability* – including results-based management, monitoring and evaluation, oversight, performance management.

This chapter of the *Guidelines* has covered the overall guiding principles. The next chapter considers the critical steps for implementation.

5. Annexes

Annex 1 - Employment at the centre of UN 2030 Agenda for Sustainable Development

The UN 2030 Agenda for Sustainable Development, aims to “promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”, and calls for integrated and transformative policies to tackle development challenges. Employment cuts across many of the Sustainable Development Goals (SDGs). At the core, however, is SDG8 which gives a strong impetus for the implementation of employment policies at global and national levels.

A NEPs will contribute to the achievement of SDG8, as well as other goals and targets, including those on poverty (SDG 1), inequalities (SDG5 and SDG10), peaceful and inclusive societies (SDG16). NEPs also contribute to

SDG4 on education and skills, by strengthening quality vocational and technical education, and SDG9 and SDG11 by promoting labour-intensive and sustainable public works that support economic transformation and reduce vulnerabilities, including climate change. The NEPs should also contribute to SDG17 on policy coherence by encouraging inter-institutional coordination for policy design and implementation.

SDG 8 aims to promote inclusive and sustainable economic growth, employment and decent work for all. It includes the following targets and indicators:

- ▶ Target 8.3. Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services.
 - Indicator 8.3.1: Proportion of informal employment in non-agriculture employment, by sex.
- ▶ Target 8.5. By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.
 - Indicator 8.5.1: Average hourly earnings of female and male employees, by occupation, age and persons with disabilities.
 - Indicator 8.5.2: Unemployment rate, by sex, age and persons with disabilities.
- ▶ Target 8.6. By 2020, substantially reduce the proportion of youth not in employment, education or training.
 - Indicator 8.6.1: Proportion of youth (aged 15–24 years) not in education, employment or training.
- ▶ Target 8.b. By 2020, develop and operationalize a global strategy for youth employment and implement the Global Jobs Pact of the International Labour Organization.
 - Indicator 8.b.1: Total government spending in social protection and employment programmes as a proportion of the national budgets and GDP.

Source: UN Department of Economic and Social Affairs, Sustainable Development. <https://sdgs.un.org/goals/goal8>

2 Steps for implementing employment policy

This chapter indicates the basic steps for implementation. These include making an action plan, training staff, carrying out advocacy and communication, delivering policies and programmes, monitoring and evaluation, and adjusting and improving the policies and implementation arrangements. It also suggests three useful tools that can facilitate progress and improve quality: a NEPs implementation checklist, a preliminary feasibility study, and a phased implementation strategy.

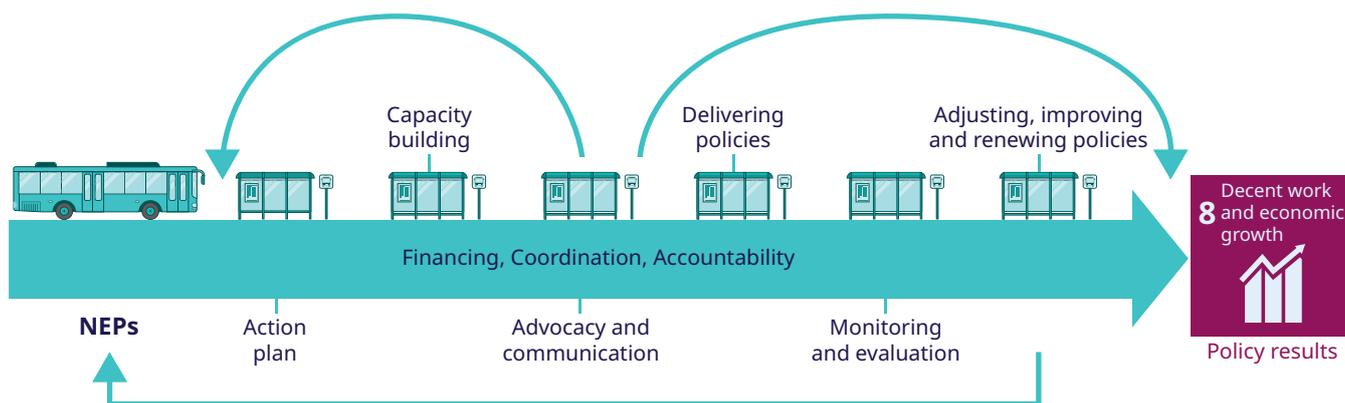
Chapter 2 Key takeaways

- ▶ **Basic steps for NEPs implementation** – These include employment action plans, capacity building, advocacy and communication, policy delivery, monitoring and evaluation, and policy improvement. Implementation is not a linear process, and can be speeded up or adapted for emergencies like the COVID-19 crisis.
- ▶ **A hierarchy of planning** – Definitions, elements, types and country examples of action plans are suggested.
- ▶ **Capacity building** – Co-organized by relevant stakeholders and development partners, this should be continuous through the implementation process. Training materials and a sample programme are suggested.
- ▶ **Advocacy and communication** – Employment policy advocacy and communication need to be adjusted for different target audiences. Materials, channels, and timescale are suggested.
- ▶ **Delivery** – Whether through institutions or outreach, the key principles of delivery should be: timeliness, accuracy, inclusion and diversity, partnership, and cost-effectiveness.
- ▶ **Monitoring and evaluation** – Monitoring requires real-time data collection and analysis on inputs, outputs and outcomes. This offers timely information to assist decision-making, ensure accountability and provide the basis for review and evaluation.
- ▶ **Implementation tools** – Various tools can help to make implementation more feasible and realistic. Three options are suggested: a NEPs implementation checklist; a preliminary feasibility study; and a piloting strategy.

Implementation is part of the formulation process, but in many cases will start from an employment action plan (EAP) that translates the NEPs documents into operational

measures and actions.²⁹ Each step is facilitated by measures of financing, coordination and accountability (Figure 2.1)

Figure 2.1 – Steps for implementing national employment policies



Source: author

NEPs implementation doesn't follow a single pattern and is not a linear process. So the steps do not follow a chronological order, and there is constant jumping and mixing between them. Implementation often restarts from the end, either when policies have been improved, or a new NEPs has been adopted.

Advocacy and communication for example, occur during various steps though their purposes may vary at different stages. Similarly, staff capacity building is not a one-off exercise. And in response to emergencies, such as the COVID-19 crisis, many of the steps may need to be speeded up or adapted.

1. Employment action plan

In some cases, countries may choose to make an employment action plan (EAP). This will be needed, for example, if the NEPs document does not have a clearly defined implementation mechanism, leaving the responsibility to specific ministries. An EAP will also be needed if the employment policies take the forms of a general declaration in the Constitution, or the objectives are integrated into development plans or other policies and strategies.

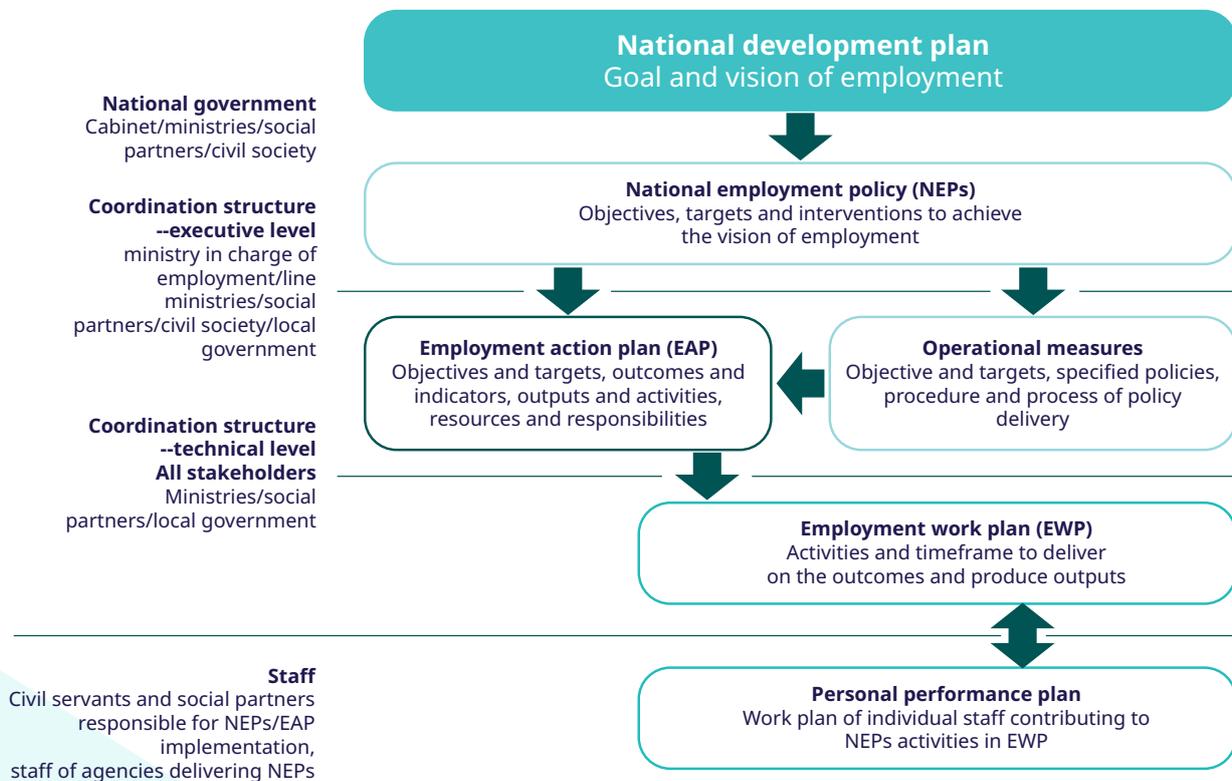
The EAP is for the whole NEPs and should be agreed by stakeholders within the inter-institutional coordination structure. In the process of designing action plans, this must be done by all NEPs stakeholders – not only by the ministry in charge of employment. It should also be based on the existing policies and interventions of the various ministries. For example, in Morocco and Tunisia, the development of the action plan started with a mapping of all existing programmes to see which ones were involved and how they responded to the new NEPs priorities. On this basis, it was possible to identify the gaps and develop the right interventions in collaboration with the institutions concerned.

At an institutional and department level, implementation will be through an employment work plan (EWP).³⁰ Stakeholders will also incorporate NEPs activities in their own work plans. A schematic hierarchy of planning and implementation of NEPs is shown in Figure 2.2.

²⁹ In some countries the EAP must be submitted together with NEPs for adoption of the policy. In others, the EAP is a different process, usually after the NEPs have been adopted. In yet others, the EAP is the policy itself.

³⁰ Guide for the formulation of national employment policies. ILO, 2012

Figure 2.2 – Hierarchy of planning and implementation



Source: author

1.1 Definitions and elements

The EAP complements the national employment policy by expanding the objectives and targets, to make them operational and deliverable, along with a range of policy measures, as well as activities and interventions to which NEPs stakeholders are committed. An EAP is produced through an inter-ministerial coordination structure, with participation by all NEPs stakeholders and will have mainly the following elements:

- ▶ Objectives and targets
- ▶ Outcomes and indicators

- ▶ Activities and outputs
- ▶ Resources
- ▶ Responsibilities of NEPs implementation.
- ▶ Timeframe

Some definitions and a country example are shown in Table 2.1. For more information on the definitions and methodologies on NEPs results, see *Guide for the formulation of national employment policies*, ILO, 2012.

Table 2.1 – Key elements of an EAP, example of Madagascar

Definition	Example
Goals – General guidelines that explain what the NEPs aims to achieve in the long-term, within national visions of social and economic development.	Reduce poverty through the promotion of decent work.
Objectives – Strategies or implementation steps to attain the identified goals. Objectives are precise, time-based, and measurable actions that support the completion of a goal.	1. Strengthening the employability of vulnerable groups at local level.
Targets – Levels to be reached along a certain dimension. Targets are measured through an indicator which provides benchmarks for monitoring and evaluating NEPs implementation by a particular date.	Indicator 1. Share of farmers who benefited from vocational training: 3.1 per cent, baseline in 2005. 9 per cent, mid-term by 2009. 18 per cent, target in 2011.
Inputs – Financial, human and material resources used for NEPs development and implementation.	\$41,528
Activities – Actions taken in an EAP, or work performed in an EWP, using resources to produce specific outputs of NEPs implementation.	Develop an information and advisory mechanism for professional and employment orientation.
Outputs – Products or services which are relevant for the achievement of outcomes. These are the short-term products of completed activities.	A coordinated information system on training and employment at regional level
Outcomes/expected accomplishments – tangible changes in policy and/or institutions that are expected to happen within a given timeframe set out in the NEPs (intermediate effects). Outcomes are instrumental for the achievement of the objectives, and must always be linked to at least one of them.	A labour market information system is put in place at local level. Access to community-based vocational training is facilitated. Sustainable local resources are mobilized in favour of vocational training for vulnerable groups.

Source: the examples are selected from Madagascar’s national employment policy, which was illustrated in *Guide for the formulation of national employment policies*. ILO, 2012.

1.2 Types and timing of the employment action plan

An EAP, including its operational measures, should be finalized as soon as the NEPs has been launched.³¹ In some countries, the NEPs will be submitted for approval alongside the EAP. In Burkina Faso, for example, the EAP includes specific measures, the responsible agencies and actors, the estimated costs and the sources of funding, along with an implementation schedule.³²

In countries with a decentralized administration, the EAP should be localized. And in countries where regional and local governments have autonomy in making employment policies, the national EAP needs to be flexible and

adaptable to provincial/regional and local circumstances. In either case, national governments should guide local governments on how to implement national employment policy. In Morocco, for example, the Ministry of Labour has prepared guidelines to help and support regions in developing their own action plans.

If the NEPs document does not specify a reference period, this, along with the operational measures, should be included in the EAP. In the countries where the ILO case studies were conducted this was usually from three to five years. In some countries this period is aligned with the national development plan or strategy and may be split into different phases. Examples of the outline of an EAP is indicated in Annex 1.

31 Operational measures are necessary to elaborate on the standalone policy documents, in particular the employment statement in the declarations, in the national development plan or strategy, etc. The operational measures are designed collaboratively by concerned NEPs stakeholders and can be either integrated in or appended to the EAP. Measures are of three basic types: (1) operational measures of the standalone employment policy document, which are made by the IMCC and its members; (2) operational measures focusing on specific areas of employment policies which are developed by responsible ministries in collaboration with other line ministries; (3) the localized NEPs in regional and local contexts, which are translated by regional and local governments. For example, in China, to implement the NEPs in 2005, ten operational measures were formulated by line ministries at national level, and all provinces were asked to localize the NEPs (Wang Y. 2017).

32 Bourdet, Y. 2014. Employment policy implementation mechanisms in Burkina Faso, Employment Policy Department, International Labour Office (Geneva).

1.3 Employment work plans

To facilitate implementation of the EAP, stakeholders could create an employment work plan (EWP).³³ The EWP is normally made on a quarterly and annual basis. Each stakeholder develops its own EWP, and the inter-institutional coordination structure consolidates these into its own EWP.

The EWP of the inter-institutional coordination structure is prepared by the ministry in charge of employment, or by the technical structure consisting of staff from the key players. It is then discussed and agreed with all stakeholders. The EWP of each stakeholder is based on respective employment policies and assigned responsibilities.

An EWP comprises the commitments, goals, objectives and operational measures with timelines for completion. Resources are allocated to operational measures and activities, and responsibilities assigned to stakeholders. A suggested template is shown in Table 2.2.

A well-prepared EWP also enables the inter-institutional coordination structure to oversee the entire process of NEPs/EAP implementation. The completed EWP from stakeholders may be reported to the government, or to the inter-institutional coordination structure which consolidates them into NEPs implementation report. See also *Guide for the formulation of national employment policies*.

Table 2.2 – Template for an employment work plan

20xx year NEPs implementation period outcomes			
Goal 1:			
Objective 1.1			
Operational measures for achieving the objective		Indicators to measure the objective	
Activity and interventions in support of the objective	Responsible person/ stakeholders	Activity completion date	Budget planned
1			
2			
3			

Source: based on ILO Guide for the formulation of national employment policies—Implementation tools: the work plan

33 “It is important to bear in mind the difference between planning and implementation. Whilst the NEPs and its action plan are planning tools, the work plan is meant to facilitate implementation of the action plan. Therefore, both of them are essential and complementary tools to support countries in the promotion and implementation of national employment strategies.” *Guide for the formulation of national employment policies*. ILO, 2012.

2. Building staff capacity

NEPs stakeholders will need training to be equipped with guidelines, new procedures, and the right tools and methodologies to deliver on the new NEPs requirements. This is important not just for the ministry in charge of employment, but for other stakeholders such as economic and sectoral ministries who have not previously seen employment as part of their mandate and may not be familiar with the issues. This is also important at the regional/provincial and local levels.

Training should include all the necessary technical skills to ensure effective implementation, covering, for example, indicators, impact assessment methodologies, and employment concepts. Training could also be continuous throughout the implementation process.

2.1 Preparing staff training

Staff training provides civil servants and others who are responsible for NEPs implementation, with a better understanding of the employment policies and a greater insight into implementation framework and methods. This should be the first step of NEPs implementation and be rolled out through different types of activities following an assessment of the capacities/skills of personnel – mainly those in the ministry in charge of employment and those in public employment services, labour market information services, employment promotion direction, and in the direction of planning and studies. There should also be specific training for social partners, particularly trade unions to enable them to contribute to the implementation of the NEPs, in some countries, they may have weak capacities, at least on socio-economic issues that go beyond their traditional areas of concern and expertise.

Training will also need to be tailored for different groups and cover a range of policy areas. Specific training may be required by civil servants, other staff, and regions. Line ministries may organize individual training in their own policy areas. Training may also be organized in different regions, in particular those having budget difficulties and those located in remote areas for whom it may be possible to deliver more training using new technologies.

The NEPs training should cover formulation as well as implementation, and address key elements such as the implementation framework, coordination, the financing of NEPs implementation and monitoring and evaluation. All these elements can be covered in a standalone course. Table 2.3 proposes a sample of a one-week programme.

If the course is co-organized with the ILO or development partners, it could also include sessions on international knowledge, country experiences and resource persons.

Training materials can be prepared collaboratively with relevant stakeholders, and if necessary, be translated into local languages, particularly for aboriginal, or other minority populations. The curriculum for staff training may include:

- ▶ Employment concepts and existing employment policy frameworks.
- ▶ Analysis of the socio-economic situation and labour market challenges.
- ▶ The United Nations 2030 Agenda for Sustainable Development and national development strategies.
- ▶ The ILO Centenary Declaration and the human-centred approach to the future of work.
- ▶ A global call to action for a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient.
- ▶ ILO Monitor: COVID-19 and the world of work.

- ▶ National employment policies for an inclusive, job-rich recovery from the COVID-19 crisis.
- ▶ The Decent Work Agenda.
- ▶ Approaches, frameworks and tools for implementing employment policies.
- ▶ Coordination of employment policy implementation.
- ▶ Accountability for NEPs implementation.
- ▶ Advocacy and communication of employment policy.
- ▶ Labour market concepts, definitions, indicators and information systems.
- ▶ Use and management of employment budgets.
- ▶ Data collection, monitoring, and reporting of NEPs implementation.
- ▶ Partnership development in the delivery of employment policies.
- ▶ International knowledge and experiences on NEPs implementation.

Table 2.3 – Sample programme of training for implementation

Time	Monday	Tuesday	Wednesday	Thursday	Friday
09:00 -- 10:30	Welcome: course overview icebreaker	Institutional set-up for NEPs coordination and implementation	Monitoring and evaluation of NEPs implementation	Institutions of NEPs delivery (PES and other agencies): roles and strategies for implementing the NEPs	Group exercise: Action plan: effective implementation of the NEPs
10:30 - 11:00 Coffee break					
11:00 -- 12:30	A review of the NEPs and EAP, and a human-centred COVID-19 crisis recovery programme	Good practices of coordination at national and local level	Promoting gender equality in NEPs implementation	The role of information in NEPs implementation	Group exercise: Action plan: effective implementation of the NEPs
12:30 – 14:00 Lunch					
14:00 -- 15:30	The rationale, approach and basic steps for NEPs implementation	Accountability framework for NEPs implementation	Promoting youth employment and inclusion of other groups in NEPs implementation	Financing the NEPs implementation: approaches and methodologies	Group exercise: Reporting back and discussion
15:30 – 16:00 Coffee break					
16:00 -- 17:30	Group exercise: The roles of key stakeholders in NEPs implementation and how to measure their contribution	Group exercise: Challenges and solutions in the NEPs implementation	Group exercise: Responsibility and accountability: how to work together and improve quality of NEPs implementation	Group exercise: Strengthening the social dialogue and tripartite partners in NEPs implementation	Course evaluation Closure

Source: author

2.2 Organizing staff training

Staff training should be prepared while developing the EAP and organized as soon as the EAP is ready, even before or simultaneously depending on the circumstances. It is also important to plan refresher training to take account of staff rotation and turnover.

The extent and content will depend on local circumstances, available staff and resources and should be developed cooperatively under the inter-ministerial coordination structure where it exists, with all stakeholders including line ministries, social partners, local government departments and agencies, research institutes, higher education institutions and universities, training centres, the private sector, and other NEPs service providers, as well as the ILO and development partners. Specific sessions may be rolled out at local levels.

In many cases a major constraint will be the lack of technical capacity and expertise within the ministries to develop training materials and conduct training. The inter-ministerial coordination structure, or the ad-hoc coordination structure in countries which are designing their first NEPs, should therefore be involved in making training plans, developing materials and in ensuring that staff members can participate. This could include accessing funding for, or paying the costs of, courses or seminars, encouraging staff to attend, or giving other forms of compensation. Ideally, a budget needs to be arranged for staff training.

Training may be delivered through workshops, seminars/conferences, and practice and experience exchanges – for national or regional participants using appropriate training aids such as audio-visual training kits. The ILO and its International Training Centre, and other development partners can also facilitate capacity building at the country level.

3. Advocacy for the national employment policies

Successful NEPs will need strong advocacy and good communication – to promote its political and public visibility, mobilize resources, and to raise awareness and engagement of civil society. Advocacy and communication can also ensure stakeholder ownership for NEPs implementation.

3.1 Advocacy channels

Advocacy will comprise a set of coordinated interventions designed to influence government decision-makers so that they develop a human-centred recovery strategy from the COVID-19 or other crises, committing themselves to promoting full employment, mobilizing the necessary funds and collaborating closely with development partners. Advocacy is also needed to ensure public support for NEPs implementation.

- ▶ **How** - Advocacy can take place directly through parliamentary debates and other political events. The president, prime minister, and business leaders, as well as celebrity spokespersons, can also be established as ‘champions’ of the NEPs and appear at press conferences, on TV and radio talk shows, and popular TV series. They can speak at conferences and symposiums – as well as meetings between various government, workers’ and employers’ organizations, development partners.
- ▶ **When** - Advocacy can be planned while the NEPs being formulated, which will help mobilize the employment budget and secure government commitment. It can then start when the NEPs launched to raise the NEPs visibility and awareness. Advocacy can also be stepped up after a period of implementation – for renewed NEPs, for example, or for an adjusted budget.
- ▶ **Who** - The ministry in charge of employment should first advocate with other line ministries such as the ministry of development and planning, ministry of finance, and the central bank, and then the government cabinet and parliament, in close collaboration with other line ministries and social partners. If there is an inter-institutional coordination structure, this can take the lead in NEPs advocacy, working with the key ministries.

In Cameroon, for example, advocacy took place in the multi-agency working group on the SDGs, led by an employment specialist who demonstrated how the NEPs could contribute to achieving the main SDG8 targets – economic growth, formalization of small businesses, and the employability of young people. This facilitated the consideration of the NEPs in the preparatory work for the UN Sustainable Development and Cooperation Framework.

The Democratic Republic of the Congo has been testing a new advocacy tool – a simulation model that demonstrates the links between public policy, employment and inclusive growth and the relevance and appropriateness of incentives to promote employment.

3.2 Advocacy documents

To ensure successful advocacy, the ministry in charge of employment or the inter-institutional coordination structure should prepare two basic documents.

- ▶ The first is a policy statement which gives the background and rationale of the NEPs, showing for example how it will fit in with national development strategy or the poverty reduction strategy. It should also cover the contents of the policy, with objectives and targets, and explain how it will be implemented and who is taking responsibility.
- ▶ The second basic document, in the case of NEPs with specific budget, will be a detailed budget, disaggregated by planned measure or employment creation programme, and by region, with greater support for those facing budget difficulties as a consequence of economic shocks, sudden conflicts, disasters or social unrest, or public health emergencies. In addition, it will cover budget management, responsibilities, monitoring, auditing and the importance of using funds efficiently.

Advocacy can be carried out through a range of publications, such as flyers, brochures and press statements tailored for different events, occasions and target audiences, with coverage of the contribution of appropriate stakeholders.

4. Communications

NEPs communications need to flow smoothly both internally and externally.

4.1 Internal communications – stakeholders

- ▶ *Audience:* NEPs stakeholders, or members of the inter-ministerial coordination structures, policy deliverers, development partners, which should include social partners, and government at local level.
- ▶ *Objective:* build relationships, and take further actions to implement or to renew policies, to adjust the employment budget, and to improve performance.
- ▶ *Key NEPs information:* actions taken and policies implemented, implementation progress made and outcomes produced, lessons learned, changes made and challenges faced, suggestions for improving policy and implementation frameworks.

- ▶ *Communication channels:* regular policy briefings (monthly, quarterly and annually) and inter-ministerial meetings. Four types of technology platforms can be used: 1) Methods for disseminating information, such as websites and electronic newsletters; 2) Systems for collaboration, such as electronic mailing lists and document sharing; 3) Systems for real-time interaction, such as internet forums and online meetings; and 4) Systems for managing the project, such as web-based project management tools.
- ▶ *Timescale:* monthly, quarterly or annually, or as requested by the audience.

4.2 External communications – general public and beneficiaries

- ▶ *Audience:* general public, the private sector, civil society, development partners.
- ▶ *Objective:* increase awareness and understanding of, and support for, the employment policy, and therefore, create an enabling environment for implementation and moving people into action.
- ▶ *Key NEPs information:* What are the employment challenges? What are the vision, mandate and goals of the employment policies? How will the policies benefit employers and jobseekers? Who will deliver the policies? How to access the employment policies? How the policies will be implemented? What are the key actions taken, progress made and results achieved?
- ▶ *Communication channels:* press conferences, public websites of related ministries and social partners, social media; policy dialogue and consultation between policymakers and beneficiaries, training workshop; other country-specific means.
- ▶ *Round tables with the development partners,* to present the content of the NEPs, the project document, to highlight the links and contribution of the NEPs to the national economic, social and environmental development, and the costing of the employment action plan. A roundtable requires methodical preparation making available all the basic documents – the NEPs, the NEPs action plan with the budgetary and results framework, project sheets, and NEPs monitoring and evaluation mechanisms. Bilateral meetings with development partners should also be held ahead of the roundtable to introduce them to the NEPs and ask for their positioning.

- ▶ **Timescale:** External communication should be regularly or as required: (1) Communication before NEPs implementation provides the key NEPs information; (2) Communication after the NEPs implementation reports on the targets achieved as well as improvements to better meet the needs of employers and jobseekers; (3) Regular communications shares the real-time progress of NEPs implementation.

NEPs information should be positive, simple, understandable and practical. Some countries, such as Morocco and China, have produced a simplified version of their NEPs. Productive communication does not just involve giving out information, but creates a dynamic dialogue which includes feedback from the audience. Box 2.1 gives an example of the communication/advocacy plan of the National employment policy of the Central African Republic adopted in 2016.

Box 2.1 – The communication/advocacy plan of the national employment policy of the Central African Republic

The overall objective of the plan, published in 2016, is to propose a series of promotional, informative and educational activities around the NEPs, while at the same time strengthening the capacity of the Ministry of Employment, in terms of employment promotion tools, labour market indicator analyses, the content of the pillars of the NEPs and the links to the national development frameworks.

Specifically, the plan aims to:

- Ensure large-scale dissemination of the NEPs and its action plan, to raise awareness and inform the general public about the issues and opportunities related to the National Employment Policy, in line with national development priorities.
- Raise awareness and inform parliamentarians about the importance of the NEPs and employment promotion services in reducing unemployment, developing SMEs, and increasing productivity – through policy papers, seminars and advocacy documents.
- Mobilize bilateral technical and financial partners by informing and raising awareness about the importance of the NEPs and employment promotion services in reducing unemployment.
- Produce and disseminate an annual report on job promotion activities.
- Engage all employment stakeholders by regularly publishing a quarterly newsletter on job promotion activities employment and vocational training.
- Prepare project sheets for advocacy and resource mobilization for the implementation of the programmes suggested in the NEPs action plan.

Source: Madai Boukar Ali, 2020

5. Delivery of national employment policies

5.1 Deliverers and beneficiaries

Stakeholders will deliver employment policies to target groups. They include:

- A. National government** – The ministry in charge of employment and line ministries deliver employment policies targeting different groups, by giving guidance to their regional offices and agencies, and local government or by working directly with them.
- B. Local government** – National government offices in the regions/provinces and their agencies deliver national employment policy in collaboration with local government. Local governments deliver national and local employment policies.
- C. Government agencies** – These are the main deliverers of employment policies. Relevant agencies include public employment service centres, unemployment insurance centres, technical and vocational education training institutions, and other government agencies such as tax offices, and administration service providers. Bank offices or branches at local level deliver related employment policies.
- D. Social partners** – These deliver employment policies for relevant groups in collaboration with line ministries and their agencies, such as the PES, and skills training organizations.
- E. Other bodies** – PrEAs, NGOs, and the private sector, deliver employment policies directly or in partnership with line ministries and their agencies. In some countries, development partners are also important implementers.

The target beneficiaries of employment policies are workers and employers in general but also specific. The target groups may differ from country to country, but will especially include youth, women, disabled persons, long-term unemployed persons, aboriginals, workers living with or affected by HIV/AIDS or COVID-19, and workers who hold a particular religion or belief. There are also many additional workers who may benefit indirectly through enterprises, and also discouraged workers and those in non-standard employment. In some contexts with low labour force participation, also those who are economically inactive. Employers are the other major beneficiaries, with priority for those hard-hit by the COVID-19 and other emergencies.

5.2 Delivery methods

Employment policy can be delivered in a number of ways:

- ▶ At an institution. Institutions should be sufficiently and conveniently identified so that workers and employers have access to the employment policies. In this case, the institutions can be government agencies and other service providers. A one-stop centre is a good practice so that various agencies and service providers can deliver employment policies, including programmes, macro and sectoral policies in one place.
- ▶ On-site outreach to beneficiaries. Some beneficiaries will not have easy access to institutions. They may be located in remote areas, lack internet technology, or are suffering from natural disasters. One option in these cases is to deliver through mobile services, to deliver employment policies locally directly to enterprises or to communities.
- ▶ Internet and multimedia technologies can also be used.

5.3 Delivery approach

The principles for effective and efficient delivery of national employment policies are:

- ▶ **Timeliness.** Employment policies should be delivered: (i) as soon as the EAP has been prepared; (ii) on request from beneficiaries; (iii) promptly in emergencies, such as the COVID-19 crisis.
- ▶ **Accuracy.** The deliverers of employment policy should assess the needs, eligibilities and abilities of workers to make sure that the right policy is delivered to the right beneficiary.
- ▶ **Inclusion and diversity.** Taking effective measures to make sure that all jobseekers have equal access to employment policies. Also making appropriate and necessary arrangements to accommodate specific categories of workers and employers, in particular those who are in vulnerable and disadvantaged situations.
- ▶ **Partnership.** The ministry in charge of employment, the line ministries and government agencies should deliver employment policies in partnership with other stakeholders, such as, private enterprises, employment service providers, and NGOs.
- ▶ **Cost-effectiveness.** Deliver employment policies in a cost-effective way, monitoring to avoid overlapping or wrong deliveries.

6. Monitoring and evaluation

Monitoring and evaluation (M&E) aims to check whether the NEPs is on the right track –evaluating the results and the impacts. M&E improves effectiveness and efficiency and also serves as a guide to renew the employment policies. M&E requires a detailed plan, supervision and dedicated human and financial resources. The cross-cutting nature and comprehensive framework mean that NEPs do not involve just one intervention and go beyond interventions under the ministry in charge of employment, hence, there is the challenge of “evaluability”.

6.1 Monitoring

Monitoring requires real-time data collection and analysis on inputs, outputs and outcomes. It should offer timely information to assist decision-making, ensure accountability and provide the basis for review and evaluation. Monitoring comprises the following elements:

- ▶ **Data collection** – This is generally based on real-time administrative registration in the government agencies and other outsourced employment policy deliverers. Policy deliverers may also reach out to beneficiaries to collect information. Other methods, are document reviews, survey questionnaires and interviews. It is important to use standard indicators and templates to be able to compare results among regions and between different periods. For details see Chapter 5.
- ▶ **Data analysis** – Analysis of inputs, outputs and outcomes can be made quarterly or monthly if necessary. It can also be carried out as requested based on the results produced from surveys and interviews.
- ▶ **Key actors** – The Ministry in charge of employment, in collaboration with the national bureau of statistics, manages the monitoring, by building the M&E system, collaborating and consolidating data, and analysing the results. Line ministries monitor respective employment policies. Government agencies and other employment policy deliverers report on progress and results. Local government provides support to national government in data collection and monitors local employment policy. Social partners are involved in the M&E from their own perspective.
- ▶ **Deviation correction** – Take adjustment action once deviations are detected. Reviews should be organized, regularly or as requested among the inter-institutional coordination structure, NEPs stakeholder and

deliverers, and NEPs recipients to discuss what needs to be done.

- *Data release* – Progress and results should be reported and publicized regularly to ensure a transparent NEPs implementation.

6.2 Evaluation

This should be an objective assessment of the ongoing or completed employment policy. In general, NEPs evaluation determines the relevance, effectiveness, efficiency, impact and sustainability of employment policies. The aim is to assess the goals, objectives and targets achieved, lessons learned, the success factors and good practices, and make recommendations for improvement and for renewing the employment policies and the implementation framework.³⁴

- *Coverage* – Evaluation covers: (1) the whole valid period of employment policy; (2) either all the employment policies or a specific policy at both national and local levels; (3) key stakeholders, deliverers of employment policy, the beneficiaries of employment policy, etc.
- *Management* – The ministry in charge of employment, in collaboration with other ministries, manages the evaluation. If there is a separate research institute linked to the ministry in charge of employment, this could manage the evaluation. The evaluation is either internal, assigned to an evaluation team in the inter-institutional coordination structure, or is external, i.e. be contracted with other evaluators through a bidding process. The evaluation report should be circulated to concerned stakeholders including social partners for inputs and recommendations, and be submitted to the inter-institutional coordination structure and finally to decision-makers.
- *Criteria* – Various evaluation guidelines or criteria can be used to evaluate employment policy. The criteria used by the Development Assistance Committee of the OECD include the relevance of the policy to

beneficiary needs, the coherence of the policy design, the policy's efficiency and effectiveness, the impact of the results and the potential for sustainability. Please see also the *ILO policy guidelines for results-based evaluation*. Specific evaluation questions are suggested in Annex 2.

- *Approaches* – Evaluation can use a range of approaches: 1) mixed methods to analyse quantitative and qualitative data and ensure the validity and reliability of the findings – using document analysis, interviews, direct observation and surveys, case study; 2) a participatory approach in that, to the extent possible, the evaluation will involve key stakeholders, beneficiaries and social partners. The evaluation methodology need to be developed by the evaluation team or external evaluators and approved by the ministry in charge of employment and line ministries; 3) the evaluation approach should also ensure gender disaggregation of data and gender balance in stakeholders.

The evaluation will assess the achievements against the standard evaluation criteria, taking into account the inclusion and diversity, youth, gender equality and non-discrimination, social dialogue.

Evaluation can be organized twice if the policy period is greater than three years, which includes a mid-term and a final evaluation. For an example of the terms of reference see: *An independent evaluation of Namibia's second national employment policy (2013/14-2016/17)* prepared in March 2019.³⁵

The evaluation can also be conducted as requested by different NEPs stakeholders including development partners. Box 2.2 gives an example of employment policy evaluation in the Republic of Korea. The process is voluntary and is motivated by financial incentives in terms of budgetary support from the national government.

For designing the NEPs evaluation, the *Reference Guide for Employment Impact Assessment (EIA)* is also a useful document which provided a variety of impact assessment tools, and guidelines.³⁶

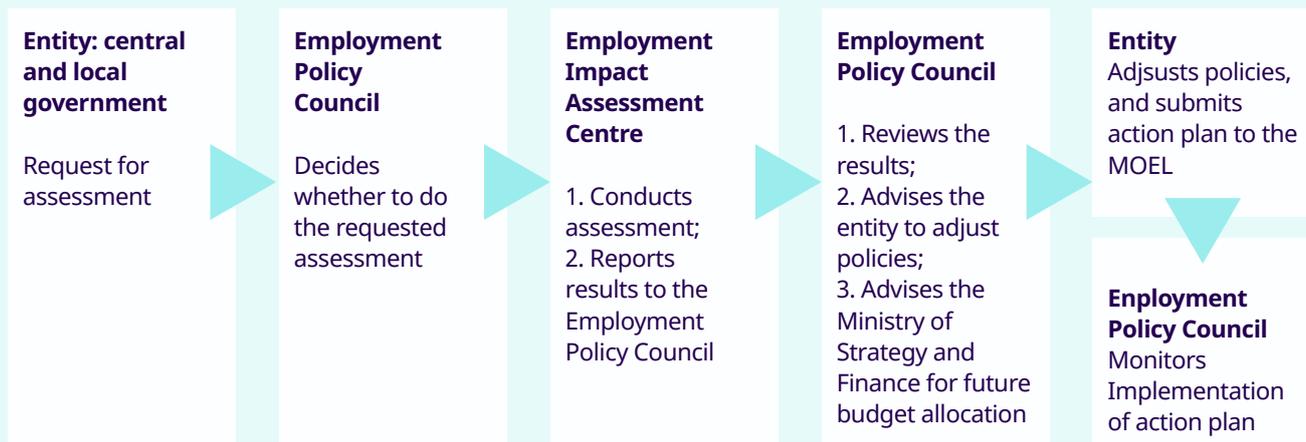
34 ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2nd ed. (July 2013). https://www.ilo.org/eval/Evaluationpolicy/WCMS_168289/lang--en/index.htm

35 This can be found at: https://www.ilo.org/africa/whats-new/WCMS_677370/lang--en/index.htm

36 Prepared by the Task Force on EIA in the Employment Policy Department of the ILO in 2020. Details see: https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_750484.pdf

Box 2.2 – Employment impact assessment in the Republic of Korea

The ROK strengthened its NEPs monitoring and evaluation system to support employment policy in response to the global financial crisis in 2008. The Employment Impact Assessment Programme is designed to improve existing policies and seek policy alternatives. The policies to be assessed cover employment policies as well as other policies and public projects that impact on employment. The key players under the programme include the Ministry of Employment and Labor (MOEL), the Employment Impact Assessment Centre designated by the MOEL, local and central government, the Employment Policy Council, and the Ministry of Strategy and Finance. The following is the process of employment impact assessment.



Source: Kang, 2014

6.3 Steps to create a monitoring and evaluation system

An M&E system can adopt various key elements, core criteria, and basic approaches to local circumstances but in general will follow these steps:

- ▶ *Identify who is involved in the NEPs design, implementation and reporting.* Engaging stakeholders helps ensure their perspectives are understood and their feedback is incorporated. This has already been elaborated in the institutional framework section of the NEPs and in the EAP. Additional stakeholders can always be added.
- ▶ *Clarify the scope* – The purpose, intended use, audience, and budget for evaluation.
- ▶ *Develop the questions* – on what needs to be known.
- ▶ *Select indicators* – Quantitative and/or qualitative as defined in NEPs or EAP. A process indicator is information that focuses on how the employment policy is implemented.

- ▶ *Determine the data collection methods.* Examples of methods are document reviews, questionnaires, surveys, and interviews.
- ▶ *Analyse and synthesize the information collected.* Review the information obtained to see if there are patterns or trends that emerge from the NEPs implementation.
- ▶ *Interpret these findings, provide feedback, and make recommendations.* The process of analysing data and understanding the findings should also provide recommendations about how to adjust and improve NEPs and its implementation.
- ▶ *Communicate and advocate* insights to stakeholders and decide how to use the results to strengthen government commitments on employment, to reallocate the employment budget and renew employment policy.

7. Adjusting and improving employment policy

NEPs implementation should involve continuous adjustment and improvement to adapt to changing labour markets and the needs of workers and employers. This will respond to M&E, results-based implementation, and oversight, which can be integrated within an overarching framework.

7.1 Adjustment based on monitoring and evaluation

Regular adjustment can take place during implementation either quarterly or annually, or as necessary. This can involve:

- ▶ Reviewing and consulting with line ministries, local governments, social partners, other stakeholders, and NEPs beneficiaries.
- ▶ Providing guidance and recommendations.
- ▶ Reorganizing activities in the EAP.
- ▶ Improving methods and performance of policy delivery.
- ▶ Adjusting expenditure and management of the employment budget.
- ▶ Enhancing coordination to improve synergy and responsibilities.
- ▶ Strengthening accountability.

Should no major changes occur in the labour market, the NEPs targets and contents may be unchanged for a year or more. However, if necessary, complementary employment policies can be made and annual targets can be tuned in the following year. The institutions for regular progress reporting and action would be the government, social partners and the inter-institutional coordination structure.

Other types of adjustment can be made at the mid-term, or by the end of the valid period of a NEPs based on evaluation, and results-based implementation and oversight. This can involve:

- ▶ Organizing evaluation.
- ▶ Reorienting employment policy.
- ▶ Renewing employment policy contents.
- ▶ Reallocating the employment budget.
- ▶ Strengthening coordination and accountability.
- ▶ Improving delivery methods.

Once the employment policy has been renewed and adopted, a new round of implementation can start.

7.2 Adjustment in response to emergency

Other adjustments may be required in the event of economic shocks, sudden conflicts, disasters or social unrest, or public health emergencies such as COVID-19 (Box 2.3). The inter-ministerial coordination structure or the ministry in charge of employment, in collaboration with line ministries, social partners, development partners, other stakeholders, should make quick response:

- ▶ Integrating employment policy response in the national framework of emergency response.
- ▶ Strengthening the relationship with critical ministries such as the ministry of health in the case of COVID-19, or add these ministries as key players in the inter-ministerial coordination structure.
- ▶ Assessing the impacts on employment and labour market to identify priorities. ILO's Guidelines on the Rapid Diagnostics for Assessing the Country Level Impact of COVID-19 on the Economy and Labour Market can be a useful tool.³⁷
- ▶ Reviewing the employment policies to adapt or reorient the.
- ▶ Identifying gaps in NEPs implementation, in terms of EAP, capacity building, coordination, accountability, and budgeting.

³⁷ https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_743644.pdf

Box 2.3 – Adjusting employment policies in response to the COVID-19 crisis

Responding to the COVID-19 crisis requires adapting national employment policy responses to deal with country-specific features. Three key dimensions need to be kept in mind in the pursuit of relevant and effective national employment policy processes:

Sequencing COVID-19 policy responses as the virus and crisis evolves. This requires balancing the twin goals of mitigating the health effects and the economic impact of the pandemic.

Targeting sectors and groups hard hit by the crisis, such as women (who are also at the frontline of the pandemic as health and care workers), youth, migrant and seasonal workers, along with SMEs and informal economy businesses and workers.

Responding to the heightened level of uncertainty and limited amount of real-time economic and labour market information and promoting dialogue that involves social partners and other stakeholders in a constructive and consistent manner to identify the most appropriate policy responses to the crisis.

Source: ILO policy brief of National employment policies for an inclusive, job-rich recovery from the COVID-19 crisis. https://www.ilo.org/employment/Whatwedo/Publications/policy-briefs/WCMS_756676/lang--en/index.htm

8. Renewing the national employment policy

When the implementing period of an NEPs is coming to an end, it can be renewed for another period, using the following steps:

- A.** Organizing a review – The inter-institutional coordination structure or the ministry in charge of employment do this normally six months before the NEPs period ends. All stakeholders and NEPs beneficiaries are involved. If necessary, an evaluation may use external consultants or use internal expertise within the government structures.
- B.** Identifying the issues – Existing and emerging challenges as a result of economic, social and environment development, or the need to reorient towards a Global Call to Action for a Human-centred Recovery from the COVID-19 Crisis.
- C.** Recommending renewed NEPs – A timely final report to government based on the review and/or evaluation,

Some documents that will help in the review process are:

- ▶ The peer review mechanism proposed by the ILO, Voluntary peer-review mechanisms of national employment policies.³⁸
- ▶ Examples of terms of reference such as the Review on Samoa national employment policy (SNEP) 2016-2020³⁹ and development of SNEPs 2021-2025, which was prepared by the ILO Office for Pacific Island countries.⁴⁰
- ▶ The toolkit for conducting voluntary peer reviews on youth employment policies prepared by the ILO Decent Work Technical Support Team and the country office for Eastern Europe and Central Asia in 2017.⁴¹

9. Three tools for implementing the employment policy

Before a country begins the implementation, it can use various tools to help make implementation more feasible and realistic. Three options are: a NEPs implementation checklist; a preliminary feasibility study; and a piloting strategy.

9.1 Implementation checklist

A checklist for NEPs implementation, identifies the readiness and main tasks to be carried out before implementation. Once the listed implementation criteria have been met, the NEPs can proceed to implementation. Annex 3.

9.2 A preliminary feasibility study

This should answer the following questions:

- ▶ How committed are the government and stakeholders?
- ▶ How do the inter-ministerial coordination structure or the ministry in charge of employment plan to advocate and communicate the NEPs throughout the country?
- ▶ Are there sufficient stakeholders with a buy-in to drive the NEPs forward?

38 Governing Body 328th Session, Geneva, 27 October–10 November 2016. Details see at: https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_531488.pdf

39 https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-suva/documents/publication/wcms_544169.pdf

40 Details can be found at: file:///C:/Users/wangy/Downloads/Final-TOR-Consultant-SNEP-2021-2025-Sept20%20(12).pdf.

41 https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_590095.pdf

- ▶ How are government and the inter-ministerial coordination structure going to motivate all the NEPs stakeholders?
- ▶ Have the implementation mechanisms been identified?
- ▶ Are all stakeholders going to commit resources and time to support NEPs implementation?
- ▶ What are the roadblocks to implementing and supporting the NEPs, and the alternative solutions?
- ▶ How will national and local government take available resources to achieve the best NEPs results?
- ▶ Will NEPs implementation fit into the broader picture of sustainable and inclusive growth, as well as the Global Call to Action for a Human-centred Recovery from the COVID-19 Crisis?

If the answer to these questions is negative then changes will need to be made. For example, if there isn't political commitment, there is no point in following a comprehensive, standalone NEPs. Instead, it may well be better to find another entry point or focus on specific aspects of the policy cycle such as impact assessment. A good practice would be to address those questions in the NEPs diagnostic when formulating the NEPs.

9.3 A piloting strategy

Country experiences show that implementing a NEPs all at once will usually fail because these efforts may not be sustainable/feasible/realistic over the long run. Full-scale implementation should, wherever possible, be preceded by closely monitored piloting to test, evaluate, and adjust where necessary. The initial draft NEPs submission to the government should contain a piloting strategy.

Countries can also consider phased implementation – see the example of the Kurdistan region of Iraq in Annex 1. A pilot can gauge NEPs beneficiaries' reactions to the NEPs implementation identify unforeseen challenges and determine if any adjustments or adaptations are necessary. The pilot should test:

- ▶ *Process* – This should cover the steps of NEPs implementation to see how to facilitate the process more effectively.
- ▶ *Methods* – The key methods include EAP/EWP, advocacy and communication, NEPs delivery, M&E, adjustment and improvement, LMIS and financing.
- ▶ *Coordination structure* – Is the initial size manageable? What are the most effective elements of coordination? How best to manage the inter-ministerial coordination structure?
- ▶ *Accountability framework* – How to realize the commitments on employment? How to conduct a results-based NEPs implementation? And how to effectively oversee the NEPs implementation? How to hold all stakeholders accountable?

The pilots can be organized by the inter-ministerial coordination structure, or the ministry in charge of employment, in collaboration with other stakeholders. A piloting plan should cover the objectives, types, groups and regions, and the timetables of the pilots which could be suggested 6-12 months. It should also cover monitoring the pilot, and how to use the results.

Table 2.4 summarizes the basic steps for implementation and three pillars that cross across the steps, as well as three tools. Implementing employment policy is neither quick nor cheap; it requires commitment, dedication and engagement.

Table 2.4 – Summary of the process for implementing NEPs

National Employment Policy			
1. Coordination	<ul style="list-style-type: none"> - A checklist for implementation of national employment policy - A preliminary feasibility study - A piloting strategy 	2. Accountability	
	<ul style="list-style-type: none"> - Employment action plan - Building staff capacity - Advocacy and communication - Delivering employment policy - Monitoring and evaluation - Adjusting, improving and renewing employment policy 		
	3. Support system		
	<ul style="list-style-type: none"> A. Institutions for delivery of employment policy B. Labour market information system C. Financing the employment policy implementation D. Legislative and regulatory system 		

Source: author

Annexes

Annex 1 – Outlines of employment action plans in three countries

<p>Madagascar. Implementation plan of the Employment Component of the National Policy on Employment and Vocational Training (PNEFP), July 2017</p> <p>I. Introduction</p> <p>II. Methodological approaches to the formulation of the implementation plan</p> <p>III. The main orientations of the employment component of the PNEFP</p> <p>3.1. Purposes of the Employment Component of the PNEFP</p> <p>3.2. Axes of the Employment Component of the PNEFP</p> <p>3.3. Cross-cutting nature of the application of labour standards</p> <p>3.4. General information on the target groups of the Employment Component</p> <p>IV. Intervention Framework of the implementation plan</p> <p>4.1. Duration of the implementation plan</p> <p>4.2. Framework of objectives, results and activities</p> <p>V. Steering and coordination mechanism</p> <p>VI. Monitoring and evaluation mechanism</p> <p>VII. Timeline and estimated cost of the implementation plan</p>	<p>The Kurdistan region of Iraq. Action plan of the employment policy, February 2017</p> <p>I. Employment in the KRG</p> <p>1. Labour market update</p> <p>1.1. Activity levels and employment</p> <p>1.2. Unemployment</p> <p>1.3. Foreign workers</p> <p>1.4. The impact of IDPs and refugees</p> <p>1.5. Salient points</p> <p>2. Kurdistan’s Employment Policy</p> <p>2.1. Description</p> <p>2.2. The strong points of the policy</p> <p>3. Mainstreaming employment in KRI development strategies</p> <p>4. Building synergies between ministries</p> <p>II. Implementing the Employment Policy</p> <p>1. Main constraints</p> <p>1.1. Will it be financed?</p> <p>1.2. Is the policy still relevant?</p> <p>1.3. Can it really be implemented?</p> <p>2. Principles of implementation</p> <p>2.1. Build synergies and enhance policy coherence</p> <p>2.2. Strengthen knowledge for improved targeting and reactivity</p> <p>2.3. Establish a dynamic implementation process</p> <p>2.4. Strengthen the implementation mechanism</p> <p>2.5. Financing the Employment Policy</p> <p>3. Framework of action</p> <p>3.1. Phasing the implementation process, a necessity in a fast-changing environment</p> <p>3.2. Phase 1: implementation of 11 emergency interventions</p> <p>3.3. Phase 2: implementation of the priority interventions</p> <p>3.4. Phase 3: remaining interventions</p> <p>III. Monitoring and evaluation</p> <p>IV. Matrix of measures and timeline</p> <p>1. Matrix of action for Emergency measures</p> <p>2. Overall timeline</p>	<p>Cameroon. Priority action plan (PAP) 2019–2023 of national employment policy</p> <p>Part one: PRESENTATION OF THE 2019-2023 PAP</p> <p>I. Description of Priority Actions according to the strategic options of the NEPs</p> <p>I.1. Mapping of strategic axes by strategic sub-objectives and priority actions</p> <p>I.2. Variation of the activities of the PAP</p> <p>II. Priority Action Plan</p> <p>II.1. Multi-year planning of actions and activities of the 2019 Priority Action Plan</p> <p>II.2. Matrix presentation of actions and activities of the Priority Action Plan 2020-2023</p> <p>Matrix summary of total costs by line of intervention of the Priority Action Plan 2019-2023</p> <p>Part two: MONITORING-EVALUATION SYSTEM FOR THE IMPLEMENTATION OF THE 2019-2023 PAP</p> <p>I.1. Institutional Steering and Coordination Framework</p> <p>I.1.1 National Employment Council</p> <p>I.1.2 Technical coordination of the NEPs</p> <p>I.1.2.1 Inter-ministerial Employment Monitoring Committee</p> <p>I.1.2.2 Support Committees for the Development of Local Employment</p> <p>I.2. Empowerment of stakeholders</p> <p>I.2.1. Coordination of axis 1 “Promotion of decent employment in the macroeconomic framework and public policies”</p> <p>I.2.2. Coordination of axis 2 “Increasing the creation and promotion of small and medium enterprises, entrepreneurship and farmer organizations”</p> <p>I.2.3. Coordination of axis 3 “Improving the employability of the workforce”</p> <p>I.2.4. Coordination of axis 4 “Improving governance in the labor market”</p> <p>I.3. Tools to support the implementation of the NEPs</p> <p>I.3.1. Support tools at central</p> <p>I.3.1.1. Division for the Promotion of Employment</p> <p>I.3.1.2 National Employment Fund</p> <p>I.3.1.3. National Observatory for Employment and Vocational Training</p> <p>I.3.1.4 National Institute of Statistics</p> <p>I.3.1.5 Municipal Employment Offices</p> <p>I.3.1.6 Annual employment review</p> <p>General conclusion</p>
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Source: the Ministry of Employment for Cameroun and Madagascar and the Ministry of Labour and Social Affairs for Kurdistan.

Annex 2 – NEPs evaluation criteria and suggested questions

Evaluation Criteria	Questions to be addressed
Relevance	<ul style="list-style-type: none"> - Was the NEPs relevant to national priorities and did it fit with existing institutional and budget capacities? - Was the NEPs relevant to the needs expressed by the tripartite partners as well as the NEPs beneficiaries? - Was the NEPs relevant to the international development frameworks such as the the UN 2030 Agenda for Sustainable Development, the ILO Centenary Declaration for the Future of Work, and a global call to action for a human-centred recovery from COVID-19?
Coherence & Validity of Design	<ul style="list-style-type: none"> - Was the results framework appropriate, given the expectations of the government and stakeholders? - Was the intervention logical and well thought through? Coherent and realistic? How appropriate and useful are the indicators for national and provincial/regional employment goals? - To what extent did the adjustment made after the NEPs review or mid-term evaluation improve the NEPs?
Effectiveness	<ul style="list-style-type: none"> - To what extent has the NEPs achieved its objectives in terms of national, provincial/regional goals? And how well did the results achieved at the national and provincial/regional levels support the respective national and province/region strategies? - To what extent can the inter-institutional coordination structure impact on the NEPs implementation? - In which area did the NEPs have the greatest achievements, and in which one did it achieve the least? - How well did the results contribute to the cross-cutting objectives of inclusion and gender equality? - Were there any unexpected results? And what were the reasons? - What were the key factors of success? - What were the main internal and external constraints/challenges to attain the expected results?
Efficiency	<ul style="list-style-type: none"> - How much time, effort and financial resources are needed to develop and implement the NEPs that contribute to the outcomes? Have activities supporting the NEPs implementation been cost-effective? - Given the distribution of the NEPs' human and financial resources across country, province/region and local, and the progress made on each of them, are such resources efficiently allocated? - To what extent did the NEPs at national, provincial/regional and local levels build on other initiatives and build partnerships? - How effective was the communication between NEPs stakeholders? - How effectively were the NEPs implementation performance and results monitored? - To what extent were the inter-institutional coordination structures involved in NEPs governance? How effectively was the NEPs implementation framework supported by an inter-institutional coordination function at national and local level?
Impact	<ul style="list-style-type: none"> - To what extent did the NEPs implemented contribute to the national and provincial/regional development framework? - How did the NEPs implementation build the capacity of tripartite constituents to deliver on employment outcomes? - How did the NEPs implementation influence coordination among the government's ministries and its social partners? - How was the knowledge generated from the NEPs implementation shared at national, provincial/regional and local levels? - To what extent did the NEPs implemented promote job creation? Benefit the workers and employers?
Sustainability	<ul style="list-style-type: none"> - What recommendations and lessons could be offered to improve the sustainability of the NEPs development? - How can the findings of the evaluation inform the strategic direction of national and local government? - What is the likelihood that the results of the NEPs will be sustained and utilized after the end of the NEPs implementation? - What recommendations can be offered on the way forward to further development of a NEPs?

Source: the criteria and suggested questions are elaborated based on the ILO policy guidelines for results-based evaluation. https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

Annex 3 – Suggested implementation checklist of national employment policies

Implementation criteria	Description		
Government has strong political will on employment	1	Employment is put at the heart of social, economic and environmental development.	<input type="checkbox"/>
	2	The government's political commitment on employment has been translated into action.	<input type="checkbox"/>
The elements of implementation are integrated in the NEPs document	3	Employment targets set in NEPs are SMART.	<input type="checkbox"/>
	4	The role of inter-institutional coordination structures in NEPs implementation is explicitly described.	<input type="checkbox"/>
	5	NEPs stakeholders' responsibilities are divided clearly.	<input type="checkbox"/>
	6	The roles of social partners and social dialogue are explicit.	<input type="checkbox"/>
	7	The employment budget and its link to NEPs implementation are mentioned.	<input type="checkbox"/>
Supporting measures and policies are developed	8	Relevant stakeholders have taken operational measures to support the implementation of the NEPs.	<input type="checkbox"/>
	9	Local governments have localized the NEPs, or made local employment policies to support the implementation of the NEPs.	<input type="checkbox"/>
Employment action plan has been made	10	An employment action plan has been made, which includes targets, measures and activities, a timeframe, budget and responsibilities.	<input type="checkbox"/>
	11	The plan of staff training has been made, or the training activities have been organized at least at the national level.	<input type="checkbox"/>
	12	The NEPs have been made public and well communicated.	<input type="checkbox"/>
The NEPs will be implemented in a framework of coordination with other stakeholders	13	Inter-ministerial coordination structures have been put in place to take coordinated and coherent actions to implement the NEPs.	<input type="checkbox"/>
	14	If none of the above coordination structure existed, was the NEPs designed and will be implemented in collaboration with other stakeholders.	<input type="checkbox"/>
	15	Social partners will be fully involved in the implementation of the NEPs.	<input type="checkbox"/>
Measures are taken to ensure the NEPs implementation is accountable	16	An accountability framework has been developed, which includes key elements of accountability.	<input type="checkbox"/>
	17	Methodologies have been selected to manage the implementation, such as results-based management, and oversight, monitoring and evaluation.	<input type="checkbox"/>
Appropriate tools are developed to support NEPs implementation	18	Institutions for NEPs delivery are identified and trained.	<input type="checkbox"/>
	19	Public employment services will play a central role in NEPs delivery in partnership with other deliverers.	<input type="checkbox"/>
	20	Arrangements have been made to collect and analyse information on NEPs implementation, and integrated into a labour market information system if available.	<input type="checkbox"/>
	21	Arrangements have been made on how to use and manage the employment budget.	<input type="checkbox"/>

Source: author

3 | Coordination of employment policy

This chapter indicates how to create coordination structures, and how to enhance their effectiveness. It suggests the formation of an inter-ministerial coordination committee which can bring all stakeholders including finance, economic and planning on board in the NEPs process to synergize the NEPs implementation. It also offers country experiences of what works, and what does not work, for the coordination of employment policy.

Chapter 3 Key takeaways

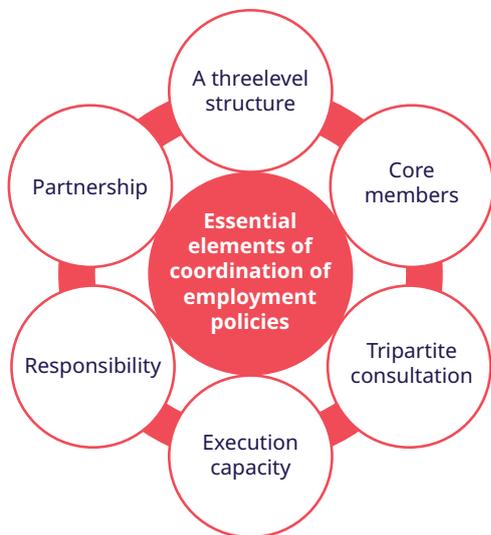
- ▶ **Coordination structures** – Coordination, led by a group of core members, should operate at and between national and local levels. Inter-institutional coordination should be built on a tripartite process. Some key elements are suggested to create effective coordination structures in a country.
- ▶ **Inter-ministerial coordination committee** – Overall coordination can be through an inter-ministerial coordination committee (IMCC) to ensure policy coherence, ownership, and sustainability as well as political buy-in. Guidelines are offered on the composition, management, founding instruments, functions, size, responsibilities, and agenda for an IMCC.
- ▶ **Ministry in charge of employment** – This will need the mandate and capacity to develop and implement the new generation of employment policies.
- ▶ **Lessons learned** – Country experiences are reported on successes and failures of employment policy coordination.

1. Elements of coordination of employment policy

Whether the government system is centralized or decentralized, coordination of employment will be needed at national, provincial/regional and local levels, and

between different stakeholders. Figure 3.1 summarizes the essential elements that need to be considered when building coordination structures in a country.

Figure 3.1 – Essential elements of NEPs coordination



Source: author

1.1 A three-level structure

Coordination will be needed at three levels:⁴²

- ▶ **National – Inter-ministerial coordination.** Government ministries and departments dealing with economic activities often assume that employment is an automatic outcome of growth, or an afterthought, rather than something they can influence through specific policies. To provide a complete picture for economic policies, national employment policies need to be coordinated between stakeholders.
- ▶ **Local level – Inter-departmental coordination.** Local employment policies, and in some cases national employment policies, are coordinated between stakeholders at the local level.
- ▶ **Vertical coordination between national and local levels.** National employment policies are coordinated with local governments. Vice-versa, local employment policies may also be coordinated with national governments who can provide guidance and the budget.

These levels are interlinked and mutually supportive. Commonly, formulation of policy is at the national level,

but the responsibility for implementation is delegated to the local level. The national government provides guidance, conducts monitoring and evaluation, and finances NEPs implementation. Local governments either incorporate the local context into the NEPs, or make their own employment policies.

In countries with decentralized administrations, while policy formulation is in the hands of national government, implementation may be delegated to local government, so good coordination is important. This will be easier if public employment services are decentralized and the ministry in charge of employment has an active presence in the field with specialized executives. The Republic of Korea, for example, has this type of three-level structure (Box 3.1).⁴³

Box 3.1 – Framework of NEPs coordination in the Republic of Korea

1. Job Committee – highest level, the IMCC, chaired by the president.
2. Employment Policy Council, EPC – Executive Secretariat.
3. Tripartite Commission, PPJCCM – Committees support the IMCC.
4. The EPC is replicated at the local level through Local councils.
5. The MoEL remains the Secretariat at all levels.

Source: Woon Kyong Kang, ILO E-learning course on national employment policies for a job-rich and inclusive recovery from the COVID-19 crisis, December 2020.

Countries may create own coordination structure in specific circumstance, e.g. Rwanda has developed and implemented a five level coordination structure (Box 3.2).

42 Islam R. 2014. Employment policy implementation mechanisms: A synthesis based on country studies, Employment Policy Department, International Labour Office (Geneva).

43 Sangbok Lee (2017). Details can be found in Employment policy implementation mechanisms in Republic of Korea. Employment research brief, Employment Policy Department, International Labour Office (Geneva).

Box 3.2 - Coordination mechanism for the National Employment Programme in Rwanda

The National Employment Programme (NEProg) in Rwanda was designed in 2014 with the primary objective of coordinating various labour market programmes scattered across different institutions within and outside the public sector. A five-level coordination structure was developed and implemented, which consists of:

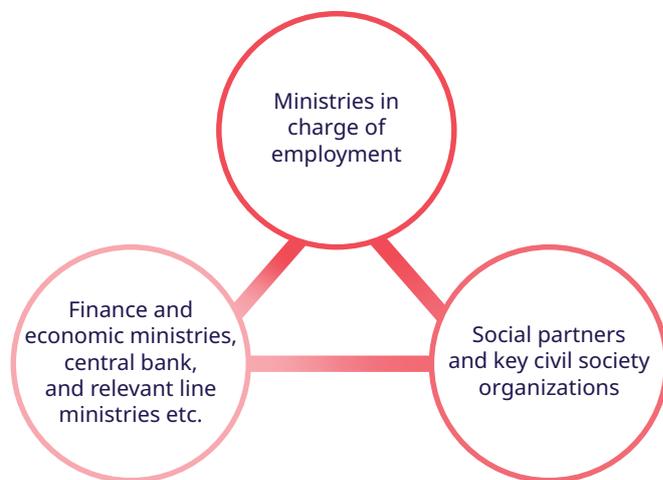
- Technical working committee, which brings together technical persons representing implementing institutions, meeting for regular feedback on the implementation progress;
- Senior technical committee comprising permanent secretaries, director generals and heads of institutions, meeting quarterly to assess the implementation progress and to resolve technical challenges in the implementation;
- Ministerial level steering committee, meeting quarterly to provide overall guidance and orientation on key programme priorities and to address institutional challenges that may hinder the effective operation. The Steering Committee comprises seven ministers for Ministry of Public Service and Labour, Ministry of Trade and Industry, Ministry of Local Government, Ministry of Gender and Family Promotion, Ministry of Youth and ICT, Ministry of Education and Ministry of Finance and Economic Planning;
- Productivity and employment sub-sector working group led by Ministry of Public Service and Labour, with a mandate to coordinate, monitor, evaluate and report on the implementation of NEProg. Donor coordination and negotiations take place here. The NEPs Secretariat feeds information to this group;
- Private sector development and youth sector working group, led by Ministry of Trade and Industry, the main coordination body for the sector under the Economic Development and Poverty Reduction Strategy II (2013-2018) coordination framework.

Source: Michael Mwasikakata, *Assessment of public employment services and active labour market policies in Rwanda*. https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_614319.pdf

1.2 Core members

A number of stakeholders may be involved in NEPs formulation and implementation, with equal voices but playing distinct and collaborative roles. However, to make the NEPs coordination manageable, a good practice is to identify the core members at management level (Figure 3.2).

Figure 3.2 – Core members in the coordination of a NEPs



Source: author

- ▶ *The ministry in charge of employment* – In most cases, this ministry takes a leading role in the coordination of NEPs formulation and implementation, though in some countries this function is performed by the ministry of finance, planning or economy.
- ▶ *The ministry of finance (MoF), ministry of economic development, central bank* – The MoF is responsible for employment budgeting and with other bodies such as the ministry of economic development and the central bank which make the economic, social and environmental policies that underpin the comprehensive employment policy framework.
- ▶ *Social partners and key civil society organizations*. Involving the social partners establishes a strong base for tripartism and social dialogue. Civil society organizations enhance transparency and good governance in the formulation and implementation of a NEPs.

Other ministries or institutions can also be core members. For instance, the ministry of education if there is focus on youth employment, or industrial ministries for demand-side employment policies. The ministry of health can also join for public health emergencies, such as the COVID-19 pandemic.

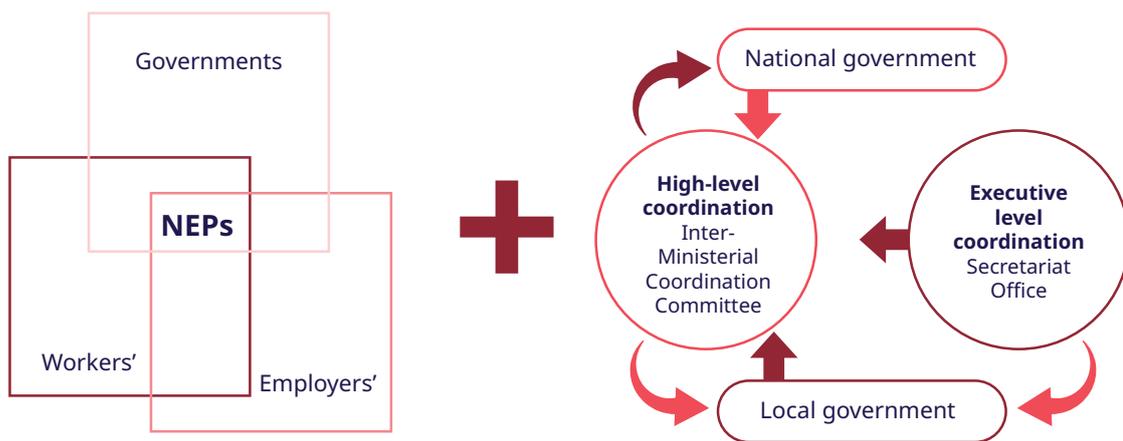
1.3 Tripartite consultation

Inter-institutional coordination should be built on a tripartite process depending on the national institutional framework (Figure 3.3). Having governments working alongside workers' and employers' organizations helps ensure coherent economic, social and environmental policies that support employment.

Figure 3.3 – A tripartite based inter-institutional coordination structure

The ILO has a tripartite structure unique in the UN system, in which employers' and workers' representatives—"the social partners"—have an equal voice with those of governments in shaping its policies and programmes.

Inter-institutional coordination structure composed of governments, social partners, and other stakeholders based on tripartite process. It translates political will on employment into policies and implementation. Social dialogue has an essential role in it.



Source: author

There are different entry point for tripartism depending on countries. Some countries have tripartite employment coordination bodies, other do not include social partners in the coordination committees but consult them through existing tripartite bodies (such as economic and social council, labour committees, social dialogue council etc.). Some countries do both. However, while coordination bodies have a decision role, tripartite councils are usually advisory. Given the breadth of policies covered under a comprehensive employment policy framework, the tripartite process should also bring in relevant government departments and public bodies, and private-sector entities, as well as non-governmental actors.⁴⁴ In the Republic of Korea, this has included the Economic and Social Development Commission, a tripartite commission which was involved in coordinating the *70% Employment Rate Roadmap 2013-2017*.⁴⁵

1.4 Execution capability

Coordinated policy needs to be implemented effectively. This means the entity concerned should be: (1) coordinating with line ministries, local government, and

other stakeholders; (2) providing guidance to implement employment policies; (3) organizing activities to improve implementation; (4) suggesting orientations or forms of implementation.

In some countries the minister for employment may be appointed to coordinate the NEPs but in practise may not have the authority to do so. In this case, there will need to be specific political support from the highest level of government combined with the concerted efforts of stakeholders and the ministry in charge of employment. Equally important, the coordination structure needs to be institutionalized.

1.5 Responsibility

Each stakeholder will have their own specific responsibilities. Some of these may be shared but it is important to avoid overlap. This division of responsibility is normally specified in the NEPs or the EAP as agreed by relevant stakeholders who then need to take ownership and be fully involved and engaged. See the example of Rwanda (Box 3.3).

44 Employment policies for full, productive and freely chosen employment. EMPLOYMENT Working Paper No.223. ILO-Geneva, 2017. <http://www.ilo.ch/global/topics/sdg-2030/notes-series/lang--en/index.htm>

45 The Committee is called Economic, Social and Labour Council since 2018.

Box 3.3 - Implementation framework of the National Employment Programme in Rwanda

The implementation plan of the National Employment Programme (NEProg) was designed in a manner that ensured synergy by the provision of various components of ALMPs. The four pillars of the NEProg were assigned lead agencies who would work closely with central implementing institutions and other stakeholders. They would coordinate planning and implementation of activities, follow up on budget execution, lead in resource mobilization and mainstreaming of employment in their respective sectors. The division of labour across pillars was as follows: (1) Entrepreneurship and business development: Ministry of Trade and Industry; (2) Skills development pillar: Ministry of Education; (3) Labour market interventions: Ministry of Labour and Public Services; and (4) Coordination and monitoring & evaluation: Ministry of Labour and Public Services.

12 central implementing institutions were identified: the Business Development Fund, City of Kigali, Local Development Agency, Ministry of Labour and Public Services, Ministry of Gender and Family Promotion, Ministry of Trade and Industry, Ministry of Youth and Information and Communication Technology, National Capacity Building Secretariat, National Council of Persons with Disabilities, National Industrial Research and Development Agency, Rwanda Development Board and Workforce Development Agency. These would be responsible for delivering outputs and underlying activities and report through the lead agencies to the M&E framework.

Implementation was decentralized to district and lower-level structures through the district business development and employment units and the Kora Wigire centres. The former is in charge of coordinating, overseeing, strengthening, and reporting on all employment and business interventions planned and implemented at decentralized level. The latter integrates and coordinates existing business services at district level, including Business Development Centres, Business Development Services, telecentres and Youth Employment for Global Opportunities centres. At sector level, business development advisers provide business development services in collaboration with the Kora Wigire centres.

Source: Michael Mwasikakata, *Assessment of public employment services and active labour market policies in Rwanda*. https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_614319.pdf

A coordination structure should deliver the following functions:

- ▶ Implementing the EAP and the decisions made by the inter-institutional coordination structure according to the division of responsibility.
- ▶ Ensuring operationalization of the employment policy and the EWP, with the employment goals and targets in line with the NDP and the EAP.
- ▶ Establishing clear organisational hierarchies, processes and systems.

- ▶ Monitoring implementation and reporting to the inter-institutional coordination structure and government.
- ▶ Breaking down barriers and ensuring collaboration to achieve the right results.
- ▶ Reviewing and evaluating the employment policy and making suggestions to improve it.

For this purpose, some countries establish employment focal points in each institution. These focal points will need specific terms of reference and sufficient time to play their roles along with clear guidelines and tools. This can include arrangements for incentives and rewards, see example of Republic of Korea (Box 3.4).

Box 3.4 - Local Job Creation Strategy Notice System in the Republic of Korea

The *Local Job Creation Strategy Notice System* was created by the MOEL in July 2010. All 244 municipalities participate in the system. Each local government sets its own job creation targets and reports the progress and results to the Notice System of the MOEL. The MOEL reviews these assessments and provides support to improve policy effectiveness through professional consulting agencies. Local governments are evaluated and various benefits – such as the grant of awards and preferential budget assistance – are given to the top performers. Every year, there is a competition on “Local Job Brands”. The evaluation system has been effective in supporting employment policy implementation. A number of local initiatives have been undertaken, the local budget for employment increased, and the employment policy governance structure was strengthened.

Source: Kang S. 2014

1.6 Partnership

Implementation is not simply the responsibility of the ministry in charge of employment but is a collective responsibility of all stakeholders through strong partnerships. Other line ministries and social partners may also offer support. Effective partnerships have the following elements:

- ▶ *Leadership* – All stakeholders share leadership in implementation at different levels. The inter-institutional coordination structure gives directions, and the ministry in charge of employment steers the NEPs implementation with other core players, but other stakeholders participate fully in the NEPs implementation in their respective mandates.
- ▶ *Common understanding* – The culture, value and approach of the employment policy are shared and

respected by all stakeholders, each of whom plays their own role.

- ▶ **Involvement.** Stakeholders are guided by coherent action and work plans that build trust and recognize the value and contribution of all stakeholders, who understand and agree the goals, measures and objectives along with the necessary activities. If necessary, guidance on implementation for local stakeholders and others can come from the national government
- ▶ **Transparency** – Implementation needs to be transparent, which will require effective communication within the coordination structure and between stakeholders. From the outset it will be important to establish strong feedback loops so that all stakeholders receive timely information.
- ▶ **Performance management** – Appropriate partnership structures, management practices, and resources have to be in place to achieve the NEPs results. Stakeholders demonstrate both ownership and accountability for their actions

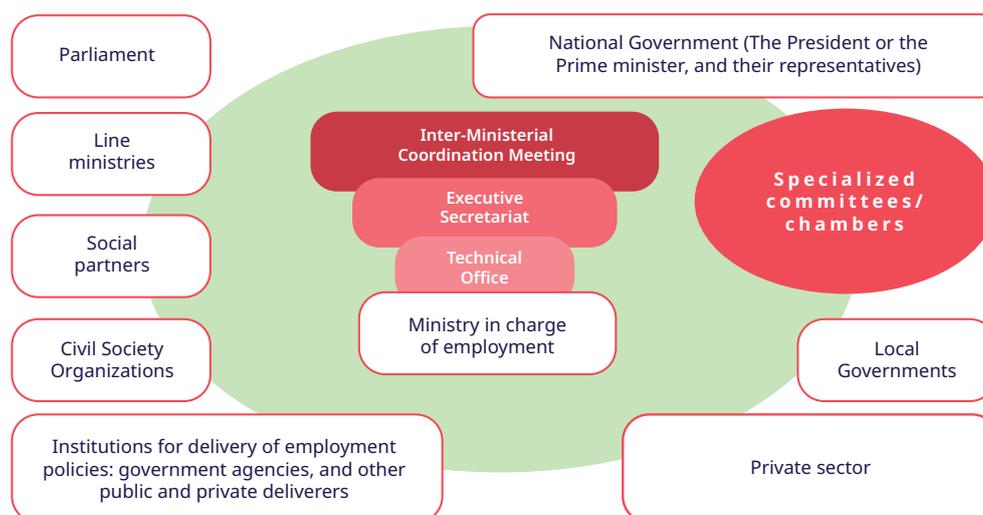
Partnership is managed by the inter-institutional coordination structure or the ministry in charge of employment, but other line ministries and other stakeholders who are involved in employment policies should be encouraged to develop partnerships in NEPs implementation.

2. The inter-ministerial coordination committee

Each country can have its own inter-institutional coordination structure with its distinctive missions, stakeholders and elements. Such committees will differ from country to country in terms of own name, size and management. Although there is no single template, a typical structure is the inter-ministerial coordination committee (IMCC) which can ensure policy coherence, ownership and sustainability, as well as political buy-in and commitment to employment.

Country experience suggests that for an IMCC it is not necessary to create a new physical entity. Better to base a mechanism on existing institutions that allows the government, social partners, civil society and private sector organisations to work together in a synergistic fashion. Figure 3.4 illustrates a model in which the IMCC, represented by the green ellipse, is a mechanism rather than a physical entity. However, the IMCC comprises functional bodies that coordinate the entire NEPs process, mainly inter-ministerial coordination meeting, and its executive secretariat supported by technical office. In some countries, the IMCC is also supported by tripartite labour advisory councils, specialized committees or chambers. NEPs stakeholders are members of these bodies, and the Ministry in charge of employment is the natural candidate for the Secretariat.

Figure 3.4 – Inter-ministerial coordination committee of national employment policy



Source: author

The IMCC mechanism can be adapted at provincial, regional or local levels and applied to other structures of coordination. In Burkina Faso, the inter-institutional coordination structure includes a high-level coordination structure supported by an executive structure at national and regional levels (Box 3.5).

Box 3.5 – The Inter-institutional coordination structure for the NEPs in Burkina Faso

In 2009, the Burkina Faso the Ministry of Youth and Employment (which in 2011 became the Ministry of Youth, Vocational Training and Employment, MJFPE) drafted the national employment policy, the Government created an inter-ministerial coordination structure which had four elements:

- An orientation and consultation structure – the National Council for Employment and Vocational Training (CNEFP) chaired by the Prime Minister and composed of 58 members from key ministries, social partners and civil society at the national and local level,
- A technical committee, which is a permanent structure created in 2012 and chaired by the Secretary General of the MJFPE. It is the executive coordinator and a central player in the executive structure including 17 members from the departments relevant to employment issues, social partners and the monitoring and enforcement agencies.
- A technical secretariat, which assists the executive coordinator of the Technical Committee in performing its tasks
- A decentralized structure at the regional level which is represented by the regional director of the department of employment and vocational training under the authority of the regional governor.

Source: Wang Y. 2017. Employment policy implementation mechanisms in Burkina Faso, Employment Research Brief, Employment Policy Department, International Labour Office (Geneva).

https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613366.pdf

2.1 Composition of the inter-ministerial coordination committee

An IMCC includes the following elements as shown in Figure 3.4:

A. Stakeholders – Government (president or premier, or their representatives at national level, and heads of government at local level), the ministry in charge of employment and the line ministries, social partners, civil society and the private sector (See selected

country examples in Annex 1). Parliament is not normally involved in coordination but has an important voice in employment policy adoption and budgeting as well as in providing parliamentary oversight. Government agencies are involved in NEPs coordination and delivery. Private agencies also contribute through different channels.

B. Key structures -- An IMCC is normally supported by three key structures:

1. *Inter-ministerial coordination meeting* – The IMCC is managed at the highest level by the plenary coordination meeting which discusses matters of vision, strategy and major changes. It considers the NEPs implementation report and makes recommendations for NEPs improvement and adjustment. It submits the NEPs implementation report and draft policies to a political committee or cabinet of government. For example, in the Republic of Korea, for 2013–2017 period, this was the national employment strategy meeting of the Cabinet, and in China the inter-ministerial meeting of employment of the State Council.⁴⁶ The ministry in charge of employment acts as the focal point and coordinator.

2. *Executive secretariat* – An executive secretariat serves the IMCC and coordinates with NEPs stakeholders. It is usually chaired by the most senior bureaucrat, and coordinates work on employment policies before it goes to an inter-ministerial coordination meeting. In some countries, the chair may be at ministerial level in the ministry in charge of employment. The secretariat should:

- Implement the decisions made by the inter-ministerial coordination meeting, in collaboration with other stakeholders including local governments.
- Prepare and implement the EAP and EWP of the NEPs in collaboration with other stakeholders.
- Organize regular meetings, normally once a quarter or as requested, to: 1) review progress against goals and objectives; 2) ensure stakeholders maintain focus, have the resources they need, and remain committed to implementing employment policies; and 3) discuss problems faced and find solutions to improve NEPs implementation.

46 To further strengthen the employment work, on 14 May 2019, the name has been changed to the Leadership Team of Employment Policies of the State Council.

- Monitor progress of the NEPs implementation as well as employment policies as a whole.
- Report on NEPs implementation and suggest meetings at a high level of the inter-institutional coordination structure.
- Build communications between stakeholders so that they know what each other is doing, and pass on progress and results of implementation.

3. *Technical office* – The office supports the Executive secretariat and facilitates its daily routine. The office is housed in the Executive secretariat, normally in an existing unit in the employment department of the ministry in charge of employment.

C. *Specialized coordination structures* – Some countries have special structures to coordinate specific policies at sectoral or enterprise levels. These structures also support the IMCC. The decisions made by these specialized structures are presented to the meetings at executive level as well as to the plenary meeting. In this way, the IMCC can involve more stakeholders who can provide specialized knowledge and experience on NEPs formulation and implementation. For example, in Argentina, there are four commissions coordinated by the Council on Employment, Productivity and the Vital and Mobile Minimum Wage. In addition to the Council, there are other tripartite forums such as the National Agricultural Labour Commission in charge of regulating employment in the rural sector.⁴⁷ In the Republic of Korea, the Economic and Social Development Tripartite Commission (since 2018, the Economic, Social, and Labour Council), and until 2017 the Public-Private Job Creation Consultative Meeting, operated in parallel with the Employment Policy Council.⁴⁸

2.2 Management of the inter-ministerial coordination committee

To ensure political commitment, the coordination structure can be managed in different ways:

- ▶ The IMCC is placed under the aegis of the highest level of government,⁴⁹ such as office of the president

(Republic of Korea, Ethiopia), prime minister (Burkina Faso, China, and Morocco).

- ▶ The IMCC is chaired by the minister of employment together with MoF or ministry of economy (Benin, Cameroun).
- ▶ No official IMCC exists in practice, apart from the normal social dialogue structures. The NEPs is led by the ministry of finance (Botswana) or economy (Mongolia). Although there have been different configurations, the office of the president or premier plays a greater role in coordination.

For more details see Annex 1: Main coordination structures of NEPs in selected countries.

To ensure coordination, a good practice is to place the IMCC under the highest level of government. It should be chaired by the president or the premier. In their absence, the minister in charge of employment may be the chair but it is better to include a representative of the president or prime minister.

The inter-ministerial coordination committee should reflect the constituent elements of the NEPs, and its composition can evolve over time. In China, for example, there were only 11 members when the inter-ministerial coordination meeting was established, since the first NEPs focused on laid-off workers from the State-owned enterprises. The composition has evolved to 33 members since 2018 to take into account the new priorities and changing context, which are youth employment and entrepreneurship development. In some countries (Ethiopia, Benin), development partners are members of the coordination committee.

In case of economic shocks, sudden conflicts, disasters or social unrest, or public health emergencies, the coordination structures should involve the relevant stakeholders. For example in China, in response to the COVID-19 crisis, the National Health Commission and the National Administration of Post Office became new members of the Leadership Mechanism of Employment Policies of the State Council, which shows that IMCC provides an already existing and functional framework to respond quickly to crisis and develop new employment solutions.⁵⁰

47 https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613364.pdf

48 https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613370.pdf

49 This is important since in most countries, the ministries in charge of employment are placed at the lowest in government ranking and hence are not in a position to coordinate with other actors (except in cases such as South Korea where they are given this mandate by Law) and ensure that employment objectives are taken into account in sectoral policies and budget. They need to be backed up by higher authorities.

50 It was named the Inter-Ministerial Meeting of Employment before May 2019.

2.3 Founding instruments of the inter-ministerial coordination committee

The founding instruments of the IMCC will differ from country to country but some options are:

Laws and Acts – Adopting a law or an appropriate regulation may take time but does establish a strong legal basis, with two main benefits. First, it ensures that the IMCC is not discontinued during times of crisis. Second, it is not vulnerable to the changing political will of successive governments. See some country examples in Box 3.6.

Box 3.6 – Laws and regulations for NEPs

In *Brazil*, the employment policy and its institutional framework, e.g. the Workers' Support Fund Council are enshrined in the Federal Constitution of 1988 and governed by supplementary laws. In *China*, the IMCC is regulated by Employment Promotion Law in 2008. In the *Republic of Korea*, the Employment Policy Council at the ministry level is regulated by the Framework Act on Employment Policy of 2010. In *Namibia*, the first national employment policy was adopted in 1997 with the second one launched in 2013 for a five-year period. The government is supposed to create an Employment Creation Commission through an Act of Parliament in order to spearhead policy implementation and provide oversight. It should also ensure that activities are coordinated across sectors and various organizations, as well as contributing to overall policy coherence within government in the area of growth and employment creation.

Source: (1) Employment policy implementation mechanisms across countries. Employment research brief. Employment Policy Department, International Labour Office (Geneva). (2) Elias Joel Amunyele, Labour attaché, Permanent Mission of the Republic of Namibia to the UN at Geneva, on the 3rd Employment Policy Research Symposium: The Future of Full Employment, 12-13 December 2019, ILO HQ.

Government regulations – Governmental or ministerial regulations can be introduced more rapidly. For example in China in 2003, the inter-ministerial coordination meeting of employment was initially established by the Rules of Procedure of Inter-Ministerial Meeting of Employment issued by the State Council of the Chinese Government. In 2019, the upgraded structure was regulated by a decree of the State Council.⁵¹

Official employment policy documents – In most cases, the IMCC is founded through an officially published national employment policy document. However, this means that the IMCC may be lost when the employment policy period ends, and has to be re-established.

2.4 Functions of the Inter-Ministerial Coordination Committee

The functions of the IMCC depend on the economic, social and environmental contexts. But in general the IMCC should be involved in economic, social and environmental policies processes from an employment perspective.

- A.** As employment is a shared concern beyond the ministry in charge of employment, the IMCC should advocate and promote economic, social and environmental policies that put employment at the centre of the economic, social and environmental agendas. The IMCC should advise government on employment issues.
 - Identify the employment challenges and organize research on employment showing how employment policies contribute to sustainable development, and the Global call to action for a human-centred recovery from the COVID-19 crisis.
 - Become involved in government policy-making processes, so as to advocate for and facilitate employment at the heart of economic, social and environmental policies.
 - Develop and promote a human-centred approach to the Future of Work in the country's economic, social and environmental policy, and inclusive, job-rich recovery from shocks and crises such as COVID-19.
 - Recommend a national employment policy and strategy to the government.
- B.** The IMCC should design and formulate employment policies based on a recommendation or request from the government.
 - Identify employment challenges in specific contexts.
 - Set up the employment goals and objectives.
 - Make employment policy options and interventions.
 - Propose an employment budget plan.
 - Facilitate advocacy and communication of employment policy.
 - Submit proposed employment policies document.

⁵¹ http://www.gov.cn/zhengce/content/2019-05/22/content_5393742.htm

C. The IMCC should implement employment policies

- Make the EAP and EWP to implement the adopted NEPs.
- Provide guidance to stakeholders and partners on implementation.
- Oversee the implementation process and address the emerging challenges.
- Manage and use the employment budget.
- Report the implementation of employment policy.

- ▶ The plenary meeting - The inter-ministerial coordination meeting could have up to 30 members, though other members could include representatives of national and local government, political parties, line ministries and social dialogue institutions, CSOs, and the private sector. Table 3.1 provides some country examples of the size of the inter-ministerial coordination meeting.
- ▶ Executive secretariat. This could have 10 to 15 members with representatives of core members, research institutions, and in some cases development partners. The core members are basically the technical people that work with the technical unit.

2.5 Size of the inter-ministerial coordination committee

There is no optimum size for the IMCC. Existing key structures of an IMCC differ widely from country to country.

The IMCC should be of a sufficient size to be:

- ▶ **Inclusive** – The IMCC should include all stakeholders of NEPs formulation and implementation in one way or another. Some stakeholders may not participate in the key structures, or in all activities organized by the IMCC, but their voices should be heard. They should also receive information on the design of policies, draft documents on which they can comment, and reports of progress and results.
- ▶ **Representative** – The key structures of an IMCC, and specialized committees should be representative of all NEPs stakeholders, but not all of them can be members of the key structures.
- ▶ **Manageable** – Involvement of multiple actors and layers of administration may make implementation cumbersome. But structures can be kept simple even with the involvement of multiple stakeholders. (Islam R. 2014)

In practice, the size is also determined by the employment challenge that the NEPs aim to address, as well as the government’s administrative structure. Country experiences indicate the following sizes:

Table 3.1 – Size of the inter-ministerial coordination meeting in selected countries

Country	Size	Country	Size	Country	Size
Argentina	33	South Africa	21	Tunisia	10
Brazil	18	Nepal	22	Mozambique	14
Bosnia Herzegovina	10	Ethiopia	26	Guatemala	11
Burkina Faso	58	Kenya	10	Moldova	10
China	33	Nigeria	10		
South Korea	30	Sri Lanka	14		

Source: (1) https://www.ilo.org/dyn/natlex/natlex4.home?p_lang=en; (2) Employment policy implementation mechanisms across countries, ILO, 2018.

Other stakeholders may be involved in the process of NEPs formulation and implementation through various channels, though they do not all physically participate in the inter-ministerial coordination meeting or executive secretariat. For countries setting an IMCC it may be advisable to start with just the core members.

2.6 Suggested responsibilities of stakeholders

Each stakeholder has a role as specified in the employment policy document. The aim should be to avoid overlaps, and assign responsibilities as stipulated in the policy and action plan. The suggested main responsibilities of NEPs stakeholders are listed in Annex 2, and may differ by country.

2.7 Agenda

An agenda is a management tool of coordination for the IMCC rather than a list of discussion items. Basically the functions of the IMCC could form part of the agenda of their meetings.

The purpose of the IMCC agenda is to:

- ▶ Review the progress of NEPs implementation in the previous period.
- ▶ Exchange information, experience and ideas on employment policies and their implementation.
- ▶ Discuss challenges and solutions in NEPs implementation.
- ▶ Coordinate cross-cutting issues between stakeholders.
- ▶ Decide the next steps for implementation or improvement.

The agenda should be planned offering sufficient time for stakeholders to undertake background research and ascertain each other's views, and provides ground for more stable and systematic work. However, it should also be sufficiently flexible to take up urgent issues at short notice. Once the agenda is set, it should be distributed to all participants.

3. Success and failure in coordination of national employment policies

Sharing experiences on coordination of national employment policies can help countries learn from each other to develop and strengthen their coordination structures. Table 3.2 shows some successful strategies, along with pitfalls to be avoided, which can be used for effective coordination of a NEPs, and to know what can hinder the successful coordination of national employment policies, and what are the pitfalls that should be avoided.

Table 3.2 – Country experiences of success and failure of employment policy coordination

 What works?	 What does not work
Putting employment issues at the centre of economic, social and environmental development and on top of the government agenda.	Perceiving employment policy as an afterthought in developing economic, social and environmental policies.
Government has strong political will on employment, and stakeholders are committed and have buy-in in national employment policies.	Lack of commitment on employment by government and other stakeholders. The roles of other stakeholders are not recognized.
Translating political commitment into an institutional set-up.	Using employment only as a political slogan without action for implementation.
Assigning responsibility for coordination to an employment minister at a sufficiently high and influential level.	Assigning no clear lead or coordination role to the ministry in charge of employment.
Equipping the ministry in charge of employment with the necessary strengths and capacity.	The ministry in charge of employment doesn't have a role in employment budgeting, and is weak in LMIS and PES.
Having the ministry of finance, the central bank, and ministries of economic development and planning, as core members of the coordination structure, interacting with the ministry in charge of employment in making macroeconomic and sectoral policies.	Inviting the ministry of finance, the central bank, and ministries of economic development and planning, only when allocating the employment budget or making pro-employment macroeconomic, or sectoral policies.
Establishing an executive office at the ministry level in the inter-ministerial coordination structure.	Coordinating employment policy only through a high-level coordination structure, without the executive office coordinating employment policies.
Having a top-level government office supervise the coordination structure.	Letting the ministry in charge of employment coordinate alone.
Ensuring a clear division of responsibilities and building capacities of stakeholders in NEPs implementation.	Overlapping responsibilities between ministries, and between national and local government. Staff of stakeholders are not sufficiently trained.
Keeping coordination structures simple, even with the involvement of multiple actors, at the beginning.	Setting up a complex structure of employment policy coordination at the beginning.
Involving social partners, representatives of women and other groups in the whole process of formulation and implementation of employment policy.	Inviting social partners, representatives of women and other groups only to make comments on employment policies.
Communicating effectively between different stakeholders through a dynamic agenda.	Different stakeholders not knowing what other stakeholders are doing.
Using soft coordination tools, such as guidelines, EAP and EWPS, reporting systems, internet engagement platforms.	Lack of EWP, guidance, recommendations, poor NEPs review and reporting.
Involving local government in the national coordination structures, and in coordinating the implementation of national employment policies.	Local government and national government are separated for employment policy design and implementation.
The coordination structure at local level has a similar function to that at the national level.	No coordination structure at local level.
Promoting inclusion and mainstreaming gender equality into employment policy implementation	No specific intervention on inclusion and gender equality.
Government listens to workers and enterprises, offers regular interviews and talks on employment policies and implementation.	Government has no direct contacts with workers and enterprises. Lack of participation of small-sized enterprises, and representatives of the informal sector.
Ministry in charge of employment takes the lead or is actively involved in perspective studies on employment policies.	Ministry in charge of employment stands away from policy research, e.g. on macroeconomic policies, environmental challenges and climate change
Coordination structures are founded by legislation on a permanent basis.	Changes of government disrupt or discontinue coordination processes.
Public and personal networks are built to keep good relationships between stakeholders of NEPs coordination.	Lack of regular contact between staff of NEPs stakeholders.

Source: author

Annexes

Annex 1 – Main coordination structures of NEPs in selected countries

	Coordination body	Year established and chair	Coordination structures	Functions	Nature and members	Frequency of meetings
Argentina	Federal Labour Council	1998, Ministry of Labour, Employment and Social Security (MLESS), Overseen by the Federal Assembly	(1) A permanent secretary. (2) an Executive Committee	Inter-governmental coordination	Horizontal and vertical: MLESS. the labour departments of each province and of the City of Buenos Aires	Holds meetings at least once a quarter
	Council on Employment, Productivity, and the Vital and Mobile Minimal Wage	1991, MLESS	(1) The Vital and Mobile Minimum Wage and Unemployment Benefits Commission. (2) the Employment Commission. (3) the Vocational Education and Training Commission. and (4) the Productivity Commission	A nationwide body	Tripartite: Representatives of the business sectors and trade unions (sixteen each)	Any member can call a meeting.
	Sectoral Councils for Job Skills Certification and Training	In the early 2000s, MLESS	Representatives of business, labour and government in different areas	Skills coordination institution at the sectoral level	Tripartite: Ten members from the employers, workers, and the public sector in over forty areas of economic activity	
Brazil	Workers' Support Fund Council (CODEFAT)	1990, members in rotation	(1) The Department of Employment Policies (SPPE) in the MTE is its secretariat	(2) SPPE establishes agreements with the states, large municipalities, unions, and NGOs for implementation	Tripartite: 18 members from the Federal Government, workers and employers	Activities are established by an annual work plan
Burkina Faso	National Council of Employment and Vocational Training	2009, the Prime Minister	1) National Council for Employment and Vocational Training. (2) Technical Committee. 3) Technical Secretariat. 4) regional structures	An inter-ministerial and tripartite structure	Tripartite, horizontal and vertical: 58 members from government, social partners and civil society at national and local level	A regular annual meeting
China	Inter-Ministerial Meeting of Employment of the State Council (the Leadership Team of Employment Policies since 2019)	2002, the Vice Premier	(1) The Department of Employment Promotion acts as executive office. (2) the Inter-Departmental Meeting of Employment at local levels. (3) the provincial governments. (4) the Vice Premier of China	An inter-ministerial tripartite structure	Tripartite and horizontal: 21 members from government and social partners. The Vice Premier attends, and the Minister of Labour convenes the meeting	Meeting organized once a year. The office meets quarterly

European Union	European Semester	2010, the European Commission	Annual Growth Survey. Employment Guidance. National Reform Programmes. Country-Specific Recommendations. European Social Fund	Economic policy coordination mechanism	Horizontal and vertical: The European Commission and its Department of Employment, The European Parliament, the Council of the EU, the European Council. Member States	A yearly cycle of employment policy implementation and review
Germany	No specific coordination structure, but various inter-ministerial cooperation takes place through working groups and informal contacts	The Federal Ministry of Labour and Social Affairs (BMAS) makes policies, implementation is denationalized	(1) The BMAS has important role in coordinating the implementation of employment policies. (2) the Federal Employment Agency (FEA) board of directors and administrative committees at various levels (e.g. Regional Directorates). (3) Alliance for Initial and Further Training	Liaises with the Parliamentary Committee on Labour and Social Affairs. supervises the FEA	Horizontal: All Federal ministries. Tripartite and vertical: Representatives from social partners	Inter-ministerial coordination with other federal ministries takes place continuously
Republic of Korea	National Employment Strategy Meeting(Presidential Committee on Jobs since 2017)	2010, the President of the Republic	(1) The Employment Policy Council. (2) The Tripartite Commission. (3) The Public-Private Job Creation Consultative Committee. (4) The On-site job+ Team.	An inter-ministerial and tripartite structure	Tripartite and horizontal: Members include government, research institutes and experts	Quarterly review on NEPs implementation
South Africa	Implementation Forums, IF (Economic Sectors and Employment Cluster, ES&EC)	the Department of Rural Development and Science and Technology	(1) Cabinet Committee for the Economic Sectors, Employment and Infrastructure Development. (2) ES&EC. (3) IF Task Team. (4) The Department of Performance Management and Evaluation	Coordinator of employment creation	Horizontal: Three core ministries (economic development, finance, trade and development), and various other ministries	IF reports quarterly the implementation of the Outcome related to employment
United Kingdom	No specific coordination structure, but there are multi-level coordination system such as Boards and advisory committees	(1) Cabinet Office, (2) HM Treasury's Public Service Directorate, and (3) the Prime Minister's Strategy Unit	(1) Department for Work and Pensions is responsible for employment and welfare policies. (2) Treasury's Public Service Directorate oversees major public sector expenditures. (3) local governments. (4) Job Centre Plus	Inter- and intra-departmental coordination function	Horizontal and vertical: Local government also plays a role in LMPs. Horizontal: deals with inter-departmental coordination	Coordination takes place within governance and management of the Government

Source: Wang Y. 2017. Employment policy implementation mechanisms across countries. Employment research brief. Employment Policy Department, International Labour Office (Geneva).

Annex 2 – Matrix of suggested stakeholders’ responsibilities in NEPs coordination structure

Stakeholders	Suggested main responsibilities
<i>Government, national and local</i>	<ul style="list-style-type: none"> - Make political commitment and realize it. - Integrate employment into national development plan and implementation of Global call to action for human-centred recovery. - Put the employment on top the agenda, give directions for NEPs formulation and implementation. - Allocate the employment budget. - Set up institutional arrangements and legal frameworks for the NEPs, and ensure the rules of law and procedure for the inter-institutional coordination structures. - Engage in active coordination and consultation to reach consensus-based decisions. - Build labour market information system. - Oversee and review NEPs implementation. - Manage performance on NEPs implementation, and build incentives and accountability. - National government provides guidance to local governments in NEPs implementation. - Local governments involve in NEPs formulation and work with national government and its agencies to support NEPs implementation.
<i>Ministry in charge of employment, acting as executive office of the IMCC</i>	<p><i>Act as the ministry in charge of employment:</i></p> <ul style="list-style-type: none"> - Develop integrated national employment policies. - As authorized by the government, and in collaboration with other stakeholders, lead the drafting of employment policies, in particular labour market policies, policies addressing long-term unemployment, labour migration, and transition to formality. - Build LMIS. - Implement employment policies in collaboration with local offices, employment service agencies, social partners, local governments and other stakeholders. - Use and manage employment budgets in collaboration with the MoF. - Report employment policy implementation. - Organize research on employment policies. - Promote development cooperation. <p><i>Act as the executive office of IMCC:</i></p> <ul style="list-style-type: none"> - Lead the coordination of NEPs formulation and implementation, including employment policies and the EWP prepared by other stakeholders to ensure coherence and cohesion. - Make the EAP and EWP of the IMCC. - Support capacity building on NEPs implementation. - M&E of NEPs implementation. - Organize meetings and collective activities of NEPs implementation. - Report to the IMCC on NEPs implementation by consolidating information and reports of all stakeholders. - Prepare documentation and materials for advocacy and communication. - Provide guidance including recommendations to local government and other stakeholders on NEPs implementation. - Facilitate development cooperation.
<i>Ministry of Finance (MoF)</i>	<ul style="list-style-type: none"> - Integrate employment in national strategies of sustainable development. - Draft pro-employment macroeconomic policies, in particular fiscal policy, in collaboration with the ministry in charge of employment as authorized by government, as well as related stakeholders. - Involve the leadership as a core player in NEPs formulation and implementation. - Prepare an annual employment budget plan in collaboration with the ministry in charge of employment, and other line ministries. Provide guidance for using and managing the employment budget and monitoring and reporting on it. - Participate in meetings and activities organized by the IMCC or the ministry in charge of employment. - Make regulations on the employment budget in collaboration with the ministry in charge of employment and other related stakeholders. - Report the implementation of the employment budget and related employment policies to the IMCC or the government.

<i>Ministries of economic development and planning</i>	<ul style="list-style-type: none"> - Integrate employment in national strategies of sustainable development. - Involve the leadership as a core player in NEPs formulation and implementation. - Draft industrial, sectoral, investment and infrastructure policies, enterprise policies including SME policies, and policies to tackle the challenge of environmental sustainability, in collaboration with the ministry in charge of employment and related stakeholders. - Participate in meetings and activities organized by the IMCC or the ministry in charge of employment. - Report on the implementation of related employment policies to the IMCC or the government.
<i>National Statistics Office (NSO)</i>	<ul style="list-style-type: none"> - Become involved in NEPs design and formulation. - Organize surveys and statistical reports on NEPs implementation. - Help coordinate and consolidate data from different sources. - Participate in meetings and activities organized by the IMCC or the ministry in charge of employment. - Participate in M&E and in reporting on NEPs implementation. - Provide capacity building on data collection and analyses to other stakeholders.
<i>Other line ministries, such as education, commerce, agriculture, etc.</i>	<ul style="list-style-type: none"> - Join in the leadership as a core player in NEPs design and formulation, if necessary. - Draft pro-employment policies in concerned domains including trade, education and skills, and policies to tackle the challenge of transformative changes in the world of work – in collaboration with the ministry in charge of employment and related stakeholders. - Participate in meetings and activities organized by the IMCC or the ministry in charge of employment. - Report on the implementation of related employment policies to the IMCC or the government.
<i>The central bank</i>	<ul style="list-style-type: none"> - Involve in the leadership as a core player in NEPs designing and formulation. - Implement pro-employment monetary policies and other related policies. - Participate in meetings and activities organized by the IMCC.
<i>Social partners</i>	<ul style="list-style-type: none"> - Be involved in the leadership as core players in NEPs design and formulation. - Take actions, such as organize activities, individual monitoring and evaluation to support implementation of employment policies, in collaboration with the ministry in charge of employment and other stakeholders. - Participate in meetings and activities organized by the IMCC. - Report on the implementation of concerned employment policies to the IMCC or government.
<i>Private sector, development partners, civil society including academia, charities, community organizations, NGOs, NPOs, political parties, social enterprises, religious organizations.</i>	<ul style="list-style-type: none"> - Become involved in NEPs design and formulation through diverse channels. - Participate in meetings and activities organized by policymakers. - Organize research on employment policies. - Provide consultation on employment policies to government and other NEPs stakeholders. - Organize activities to support NEPs implementation. - Develop partnerships with the government and its agencies to suggest and implement employment policies and programmes. - Help create a conducive environment for NEPs implementation.
<i>Public employment service agencies, and other public service and policy providers</i>	<ul style="list-style-type: none"> - Join in NEPs design and formulation. - Participate in some meetings and activities organized by the IMCC. - Provide information and advice about the NEPs to jobseekers and employers. - Deliver employment policies to NEPs beneficiaries. - Collect information on employment policy implementation in collaboration with social partners, civil society, and other stakeholders. - Monitor the progress of NEPs implementation. - Report on NEPs implementation to line ministries.
<i>Private employment service agencies, and other private service and policy providers</i>	<ul style="list-style-type: none"> - Develop partnerships with the government and its agencies to deliver employment policies to NEPs beneficiaries. - Participate in some meetings and activities organized by the IMCC. - Provide information and advice on the NEPs to jobseekers and employers.
<i>Beneficiaries of the, NEPs, including employers in the public and private sectors, specific groups of workers in vulnerable situation, etc.</i>	<ul style="list-style-type: none"> - Participate in interviews and other activities organized by employment policymakers that discuss employment issues and policy results, and make suggestions on employment policymaking and how to improve NEPs implementation. - Access NEPs providers to receive and exercise employment policies. - Offer timely feedback NEPs deliverers on employment outcomes achieved and problems faced in NEPs implementation.

Source: author

4 | Accountability for implementing employment policy

This chapter suggests a framework of accountability for NEPs implementation. This has three components: accountability commitment, results-based implementation, and an oversight mechanism. The framework covers how to realize commitments on employment, how to ensure the quality of NEPs implementation, and how to engage stakeholders and offer solutions when implementation goes off track.

Chapter 4 Key takeaways

- ▶ **Accountability framework** – This is needed to engage stakeholders and ensure the quality of NEPs implementation. Generally this will have three components: commitment, results-based implementation, and oversight mechanisms.
- ▶ **Commitment** – To ensure accountability, political statements or promises of support by high-level political leaders should be backed up by policies, institutions and budgetary allocations. These should cover issues such as priorities and targets, action plans, and the division of responsibility.
- ▶ **Results-based management** – This uses feedback loops to achieve NEPs results. The outcomes may be impacts or physical changes. Information on actual outcomes is used for accountability and feedback for adjustment and improvement.
- ▶ **Oversight mechanism** – This should support stakeholders, offering incentives for good performance as well as responses to underperformance. Different types and mechanisms of oversight can be chosen to fit country circumstances and capacities.

1. An accountability framework

Country experiences have demonstrated how to choose an appropriate framework and what kinds of accountability frameworks are effective.

1.1 Guiding principles to create an accountability framework

Some core guiding principles for such frameworks are:

- A. Mutual accountability and clarity of responsibility** – National and local governments, the IMCC, and other stakeholders have distinct responsibilities for implementing employment policies. This is not limited to meeting performance expectations, but also includes the implementation process. Accountable stakeholders should understand and be equipped or trained on employment policies, best practices, laws and regulations, as well as mandates, and ensure that their implementation processes are compliant.
- B. Alignment of accountability with strategic direction and results** – Whatever their functional positions, the heads of national and local government, line ministers, heads of social partners and other stakeholders are accountable for understanding the strategic direction and objectives of NEPs and aligning it with the expected results.
- C. Transparency** – Transparency refers to openness on NEPs implementation, which includes monitored progress, regularly reporting, informed decision-making, and active dissemination. Unless the information is deemed confidential, the government and the IMCC should use accessible, visible and understandable communication channels to disseminate reliable and timely information about decisions and actions relating to NEPs implementation, as well as its progress, achievements and challenges. Stakeholders and public society should have access and be well informed.
- D. Cost-effectiveness** – Government and other stakeholders should consider the cost-effectiveness of available policy options. The employment budget and administrative resources should be concentrated on the issues of highest priority and the most needed groups, regions and sectors. The financial risks should be identified and managed responsibly.

- E. Institutionalized continuous improvement.** NEPs implementation requires continuous adaptation and development. So a series of actions should be taken to improve the policies and their implementation:

- Stakeholders continuously adapt to environmental changes to ensure that NEPs implementation is efficient and effective.
- Comments and suggestions from stakeholders and beneficiaries are considered.
- Good practices and lessons are learned from review and evaluation.
- Supports are given to stakeholders, such as resources, knowledge and capacity building.

- F. Culture** – An employment policy culture should be fostered, through common principles and guidance on managerial and staff behaviour, performance assessments, ethics policies, and rewards and punishment mechanism. This applies inside the IMCC and between stakeholders at all levels.

1.2 Components of the accountability framework

The accountability framework describes the components necessary to build and support accountability. Table 4.1 shows the existing accountability frameworks in some countries, which suggests that different types of employment policies have different components, approaches and institutions for accountability framework.

Table 4.1 – Existing key components of accountability framework in selected countries and the EU

Countries	Nature of work plan	Allocating budget	Monitoring and evaluation	Statistics & reporting
Argentina	A strategic plan as a management planning tool.	The National Employment Fund.	Results-based management methodology and a policy assessment system organized by the Office of Studies and Statistics. The Federal Assembly oversees.	The Ministry of Labour, Employment and Social Security and provincial governments have Labour Market Observatories.
Brazil	Work plans implemented by signing Agreements with local actors.	The Workers' Support Fund.	Independent institution of evaluation.	Annual financial and physical report by local governments and executing agencies.
Burkina Faso	Action plans at national and regional levels.	Overall budget allocation.	The National Observatory of Employment and Vocational Training. The Technical Committee.	Annual report.
China	Work plans at national and local levels.	The Employment Fund. Unemployment Insurance.	Inspection and evaluation. supervision by social partners.	Quarterly report.
EU	Annual Growth Survey. National reform programmes.	The European Social Fund.	Country-specific recommendations. monitoring by key indicators.	The European Semester.
Germany	Annual work plans.	The financing system is twofold: the unemployment insurance system and the unemployment benefit system.	A contract management system. A ranking system. Labour market information system is provided and administered by the Federal Employment Agency.	A comprehensive statistical reporting system. Data is provided by local and regional actors, especially the Chambers of Commerce and Industry and regional statistical offices.
Republic of Korea	An action plan based on the employment impact assessment programme.	Employment Insurance Fund.	The Employment Impact Assessment Programme. The Local Job Creation Strategy Notice System. The Employment Insurance Assessment Centre.	The national employment strategy is reviewed monthly. Other reviews are organized quarterly.
South Africa	A work plan and financing plan.	The Job Fund. Unemployment Insurance Fund. Employment Creation Fund. Job Creation Trust .	The Department of Performance Management and Evaluation, the National Evaluation Policy Framework of the National Evaluation System.	Monitoring system from top to bottom. The implementation Forum produces reports based on the departments' report.
United Kingdom	A business plan with key actions.	A financial plan supporting the business plan.	A framework for performance indicators and a delivery plan.	Monthly progress and performance reporting.

Source: Wang Y. 2017. Employment policy implementation mechanisms across countries. Employment research brief. Employment Policy Department, International Labour Office (Geneva). https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613372.pdf

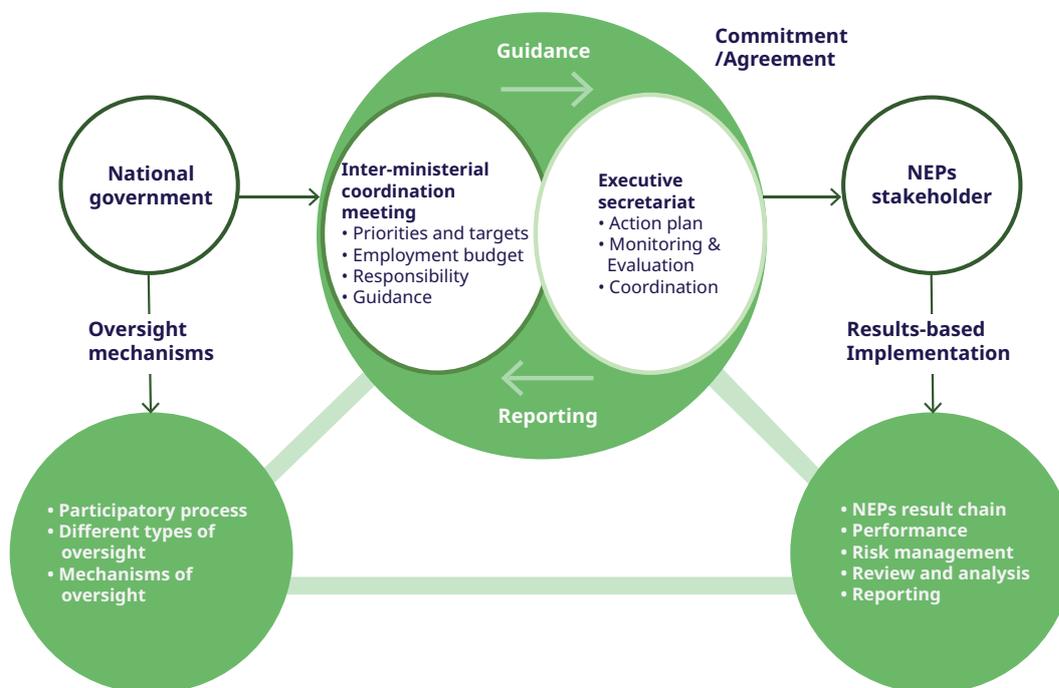
Country experiences suggest three basic components for an accountability framework (Figure 4.1).

► **Accountability commitment** – Governments make commitment and translate it into action and agreement between stakeholders. The IMCC gives guidance and direction to Executive secretariat, and the secretariat then coordinate implementation with other stakeholders.

► **Results-based implementation** – This is the main tool ensuring commitments achieve the expected results. Stakeholders use RBM and report to the IMCC. The IMCC covers guidance, action plan, coordination and M&E.

► **Oversight mechanisms** – These assure the accountability and quality of NEPs implementation. Governments oversee the IMCC and stakeholders. The IMCC oversee the EAP/EWP and NEPs process.

Figure 4.1 – A general framework of NEPs Accountability



Source: author

2. Accountability commitment

To ensure accountability, there is need for genuine commitment for action by political leaders, to back up their political statements or promises, through concrete policies, viable institutions and budgetary allocations. All stakeholders, who make the commitment, should respect the values it represents and promote and follow a voluntary code of performance.

2.1 Accountable commitment

A commitment is different from a goal. A goal is a way to measure progress while a commitment is the inner drive that sets the goal to begin with. The NEPs commitment should be:

► **Coherent with other commitments.** NEPs accountability commitment should align with the government’s political priorities, and its strategies for national economic, social and environmental development. It should also fit with the SDGs of the UN 2030 Agenda for sustainable development and follow the Global call to action for a human-centred recovery from the COVID-19 crisis.

- ▶ **Visible.** Political commitment can be assured if: (1) employment targets are set as priorities; (2) employment is on top of the government agenda; (3) employment policy is cohesive and coherent; (4) institutional arrangements are made; (5) an adequate employment budget is allocated; (6) the ministry in charge of employment is empowered and strengthened.
- ▶ **Achievable.** Commitments should align with the timeframes of national development strategies, and should be within the capacity of the resources and staff. It is important to avoid over-commitment and ensure that commitments are practically applicable.

2.2 Subjects for commitment

The areas covered by NEPs commitments will differ from country to country, but can generally draw inspiration from international policy frameworks such as the 2030 Agenda for Sustainable Development,⁵² as well as the ILO Recurrent Discussion Report on Employment (2014),⁵³ the ILO Centenary Declaration for the Future of Work 2019,⁵⁴ and A global call to action for a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient.⁵⁵ The commitments should reflect each country's development and economic goals and aspirations that form the core values of its society. Some examples of the objectives are indicated in Figure 4.2.

Figure 4.2 – Objectives for NEPs commitments



Source: Based on 2030 Agenda for Sustainable Development, the ILO Recurrent Discussion Report on Employment (2014), the ILO Centenary declaration for the Future of Work 2019, and a Global Call to Action for a Human-centred Recovery from the COVID-19Crisis that is inclusive, sustainable and resilient.

These commitments capture a globally shared, and dynamic understanding of NEPs accountability. Taken together, they are a powerful commitment on behalf of the government and its IMCC for the benefit of workers and employers. They also invite all NEPs stakeholders to account for implementation of the NEPs and should facilitate dialogue within stakeholders as well as communication with the wider public.

The commitments should be clarified before setting employment goals and targets, since knowing the level of commitment will sometimes completely change the employment goals. These objectives are drawn from

existing country experiences. Each country should make commitments that fit with their own administrative structures and legal frameworks. In some countries, achievement will be limited by level of resources allocated.

Eight of the commitment objectives – Numbers 1–6, 8 and 14, spell out the overarching ambitions of a government and NEPs stakeholders on employment policies to achieve the SDGs of the UN 2030 Agenda, as well as a global call to action for a human-centred recovery from the COVID-19 crisis. The related SDGs include: promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all (SDG

52 ILO. SDG Note - National Employment Policies. Geneva: ILO Employment Policy Department, 2016.

53 https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_204976.pdf

54 <https://www.ilo.org/global/about-the-ilo/mission-and-objectives/centenary-declaration/lang--en/index.htm>

55 https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_806092.pdf

8); end poverty (SDG 1); reduce inequalities (SDG 5 and SDG 10); promote peaceful and inclusive societies (SDG 16); promote quality education (SDG4); promote industry innovation (SDG9) and sustainable cities and communities (SDG11).

The commitments on what to achieve should be accompanied by others on how to achieve the results. Commitments 7 and 9–13 in Figure 4.2 therefore concern necessary approaches and methods for implementation.⁵⁶

2.3 Accountable stakeholders

The key stakeholders in the accountability framework are politicians, national and local governments, and the IMCC. The NEPs coordination structure should establish the relationship between stakeholders and their respective accountabilities. Stakeholders are bound by rules, regulations or agreements and are part of a hierarchy through which they are accountable to superiors.

- ▶ *Politicians and governments* – National governments make the commitments, and translate these into the goals and objectives of the NEPs as well as the institutional set-up for NEPs implementation. Politicians and governments are accountable to the public and to the legislative bodies such as congress or parliament. The government relies for budgetary support from parliament which has the power to hold it to account. The government is obliged to remain open and transparent to the public with regard to achieved employment targets and the employment budget.
- ▶ *Line ministries*– These ministries keep and respect government commitments. But line ministries also make employment commitments that are aligned with the priorities of their own areas, such as macro-economic policies, sectoral policies, and trade and investment policies.
- ▶ *Ministry in charge of employment* – Working with other NEPs implementation partners through the IMCC, this ministry is accountable for translating the NEPs commitments into IMCC actions, and for coordinating their implementation.
- ▶ *Local governments* – In centralized administrative systems, local governments respect and operationalize central government commitments. In decentralized countries, local offices of ministries and agencies in the regions also work closely with local government departments in finding solutions to local employment

challenges, and building relevant capacity. The IMCC has the responsibility to facilitate this process. And local governments that adopt their own employment policies will implement these following the same principles and creating links with national government.

- ▶ *Social partners, and employment policy deliverers* – These take ownership of what happens as a result of their involvement in NEPs formulation and implementation. They also keep and respect national commitments and support implementation.

2.4 Implementation of commitments

The IMCC is responsible for actions on each commitment and should make every effort to meet the milestones set out in the EAP and EWP. For this purpose, the IMCC should hold routine consultations with stakeholders.

Each stakeholder should have an open, inclusive and collaborative approach to implementing their commitments. For this purpose they can:

- ▶ Agree and sign the commitments in forms of an EAP, EWP, or agreement.
- ▶ Highlight the commitment on their website and in other communications of the government, the IMCC and other stakeholders.
- ▶ Explain publicly the commitment and why it is important, particularly how it benefits jobseekers and employers.
- ▶ Publish the commitment, milestones and steps to implement the commitment, including opportunities for the public and other stakeholders.
- ▶ Promote a culture of open, honest, authentic and courageous communication within and outside the IMCC.
- ▶ Give close consideration to matters raised during public engagement and provide feedback wherever practicable.
- ▶ Report regularly and publicly on the status of the commitment, including challenges and setbacks.
- ▶ Deal with failures, mistakes and shortfalls in an empowering way.
- ▶ Renew the commitments.

⁵⁶ The ILO Recurrent Discussion Report on Employment (2014).

This is also not only about ensuring that each institution feels responsible for employment. It is also about helping them to play their role. This can take various forms such as providing training, equipping them with new tools and methodologies and budget, assigning clear roles and responsibilities, linking performance on employment to budget allocations etc. The IMCC can offer incentives and/or sanctions and should bring to the attention of governments and stakeholders potential reconsideration of commitment.⁵⁷

3. Results-based implementation

NEPs implementation will benefit from results-based management (RBM) which uses feedback loops to achieve NEPs results. This can be coordinated by the IMCC or the ministry in charge of employment, though stakeholders can also use RBM to implement their own employment policies. The outcomes may be physical change of some kind, or an impact. Information on the actual outcome is used for accountability, and feedback for adjustment and improvement.

The RBM system will need to be adapted to national circumstances and should be supplemented by work plans, information management and learning strategies, and an employment budget. As used, for example, in Argentina, the accountability process comprises two distinct phases: formulation and planning, and assessment of the policy implementation (Figure 4.3),⁵⁸ results-based management is used as a tool to implement the Employment Strategic Plan.

Figure 4.3 - Accountability system in Argentina



Source: Bertranou, F. 2014.

RBM techniques for NEPs implementation⁵⁹ can include:

- ▶ Identifying clear and measurable results. i.e. what the NEPs aim to achieve. They should be defined at different levels, including 'outputs', 'outcomes' and 'impact' (different words may be used like 'purpose' or 'goal').

- ▶ Selecting indicators to measure progress towards each output, outcome and impact.
- ▶ Setting explicit targets for each indicator.
- ▶ Regularly collecting data on actual results.

57 https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613367.pdf, and https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613370.pdf

58 Bertranou, F. 2014. Employment policy implementation mechanisms in Argentina, Employment Policy Department, International Labour Office (Geneva). https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_250994.pdf

59 Organisation of Economic Co-operation and Development (OECD), "RBM in the development cooperation agencies: a review of experience", Development Assistance Committee (DAC) paper (February. 2000), adapted.

- ▶ Reviewing, analysing and reporting actual results vis-à-vis the targets.
- ▶ Collecting any additional information that may be needed (e.g. by an evaluation).

- ▶ Using performance information to make decisions on the NEPs, learn what works and what doesn't, and reporting to stakeholders.

These techniques are summarized in the NEPs results chain (Figure 4.4) which the IMCC can use to show how its work is contributing outcomes.

Figure 4.4 - A NEPs results chain

NEPs implementation		NEPs results		
What resources are used?	What has been done?	What has been produced or delivered?	What changes do we need to achieve?	What long term changes are we aiming for?
Employment budget, human and material resources	Tasks and actions in EAP and EWP	Employment policies and programmes delivered	Intermediate effects on NEPs beneficiaries	Long-term changes in social, economic and labour market conditions.
The accountability of the IMCC or the ministry in charge of employment, and line ministries			Joint responsibility: government, the IMCC, NEPs stakeholders	

Source: based on OECD, "RBM in the development cooperation agencies: a review of experience", Development Assistance Committee (DAC) paper (February, 2000), adapted.

The results chain shows a causal relationship over time. But this is not a linear process. The outcomes can combine in different ways to contribute towards one or more impacts. The NEPs results will also be affected by multiple factors, events, conditions or risks beyond the control of the NEPs. So the NEPs will need to be adapted as necessary to keep employment policy sustainable.

4. Oversight of implementation

An oversight mechanism should support capacities and offer incentives for good performance as well as respond to for underperformance.⁶⁰ Oversight will cover issues such as accountability and implementation delivery. A number of options are summarized in Table 4.2.

⁶⁰ More insights on incentives are needed, including from behaviour science. Why do policymakers do what they do? An interesting read on this is: *Enhancing Employment Promotion Interventions through Behavioural Science: An Introductory Guide*. <https://prospera-consulting.com/wp-content/uploads/2020/11/Hempel-Enhancing-Employment-Promotion-Through-Behavioural-Science.pdf>

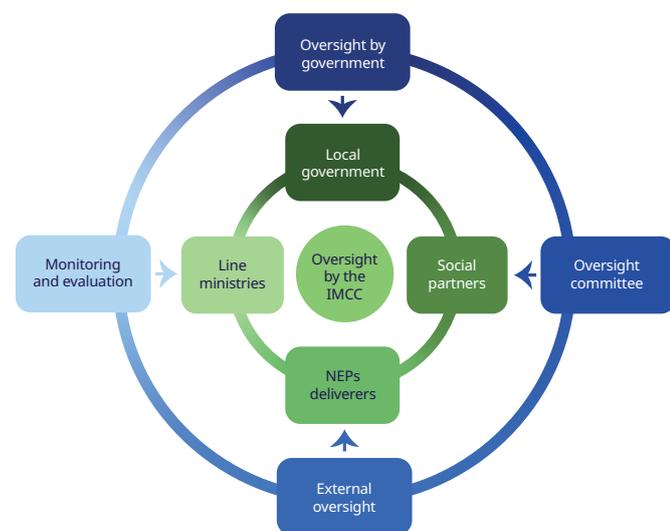
Table 4.2 – Types of oversight for NEPs implementation

Types of oversight	Key questions to be address
Accountability	Are NEPs stakeholders doing their jobs? Have the NEPs positive or intended effects? Are government and ministries implementing the NEPs effectively and efficiently? Are challenges rapidly addressed and impacts assessed, and NEPs improved? Is NEPs implementation reported?
Implementation	Is the NEPs implemented according to the EAP and EWP? Are the responsibilities of NEPs stakeholders fulfilled? Are the designed steps and institutional arrangements used and effective? Are the NEPs results achieved?
Delivery	Are the NEPs deliverers doing their job according to the EWP or agreements? Are the five principles suggested in Chapter 2 followed in delivering the NEP? Are NEPs recipients satisfied with the delivery services?
Performance of NEPs stakeholders and staff	Have the NEPs deliverers, stakeholders and staff played their roles? Are the EWPs implemented and the respective responsibilities assumed? Have the NEPs deliverers, stakeholders and staff improved their performance?
Employment budgets	Is the employment budget spent according to the EAP/EWP? Is the employment budget over- or under-spent? Is the employment budget managed cost-effectively? Have financing problems been resolved?
Agreements and contracts.	Are their terms carried out as specified? Are both parties fulfilling their obligations and achieving what was agreed?
Inclusion and gender equality	Are there arrangements to allow vulnerable groups equal access to employment policies, as well as to meet specific needs? Is gender equality addressed throughout the process of NEPs implementation? Are women's organizations involved in the NEPs coordination structure? Do women have equal access to employment policies? Do women benefit equally from employment policies?

Source: author

The mechanisms chosen for oversight will depend on country circumstances and capacities. Oversight can be organized internally and externally by government, stakeholders, and other entities, and enhanced by systematic reflection and feedback from the objects of oversight, and from those most affected. (Figure 4.5). These can include:

Figure 4.5 – Mechanisms of NEPs oversight



Source: author

- ▶ **Government** – The government has the responsibility for supervising lower levels of government, and the IMCC.
- ▶ **IMCC** – The IMCC has the main responsibility for overseeing and reporting by NEPs stakeholders. In some administration systems, the IMCC could also oversee implementation by local governments, by organizing supervision, interviews and reporting, as well as monitoring and evaluation.
- ▶ **Oversight committee** – This might be a citizen oversight panel for a government agency or institutions, such as the PES, or for institutions for vocational education and training. Or it could be an internal oversight committee within government. Oversight committees are generally established either by or with the collaboration of the body being overseen.
- ▶ **External** – This type of oversight may be performed by a development partners such as a donor, a government agency, or other responsible body. It may take the form of spot checks or regular reports, or may be contracted out to a consultant or third party.
- ▶ **Monitoring and evaluation process.** This could be internal or external, with the monitoring and evaluation carried on within the IMCC by the executive office, or conducted by external consultants or other bodies from outside.

In many cases, oversight can also be carried out by the social partners or the parliament. Oversight can take a number of forms including:

- ▶ *Individual and group review* – With managers and staff members of NEPs stakeholders, present and past participants in NEPs implementation, as well as others influenced by employment policies.
- ▶ *Regular conversations* – Or communication between national government (the IMCC) and local governments, and between the IMCC and other NEPs stakeholders.
- ▶ *Direct observation* – This might entail accompanying staff members periodically – walking through an agency or institution and stopping to watch activities, or staying in one place to observe action in the area. In some cases, it might mean going to a workplace, or agency, at different times or days of the week.

- ▶ *Examining records* – Looking at implementers’ files, records, and financial reports related to the NEPs and its EAP and EWP implementation.
- ▶ *Reporting* – By the entities being overseen,

The government or the IMCC, as well as NEPs stakeholders, should identify and organize the appropriate oversight mechanisms and activities. The Oversight strategy should be integrated into the process of NEPs implementation.

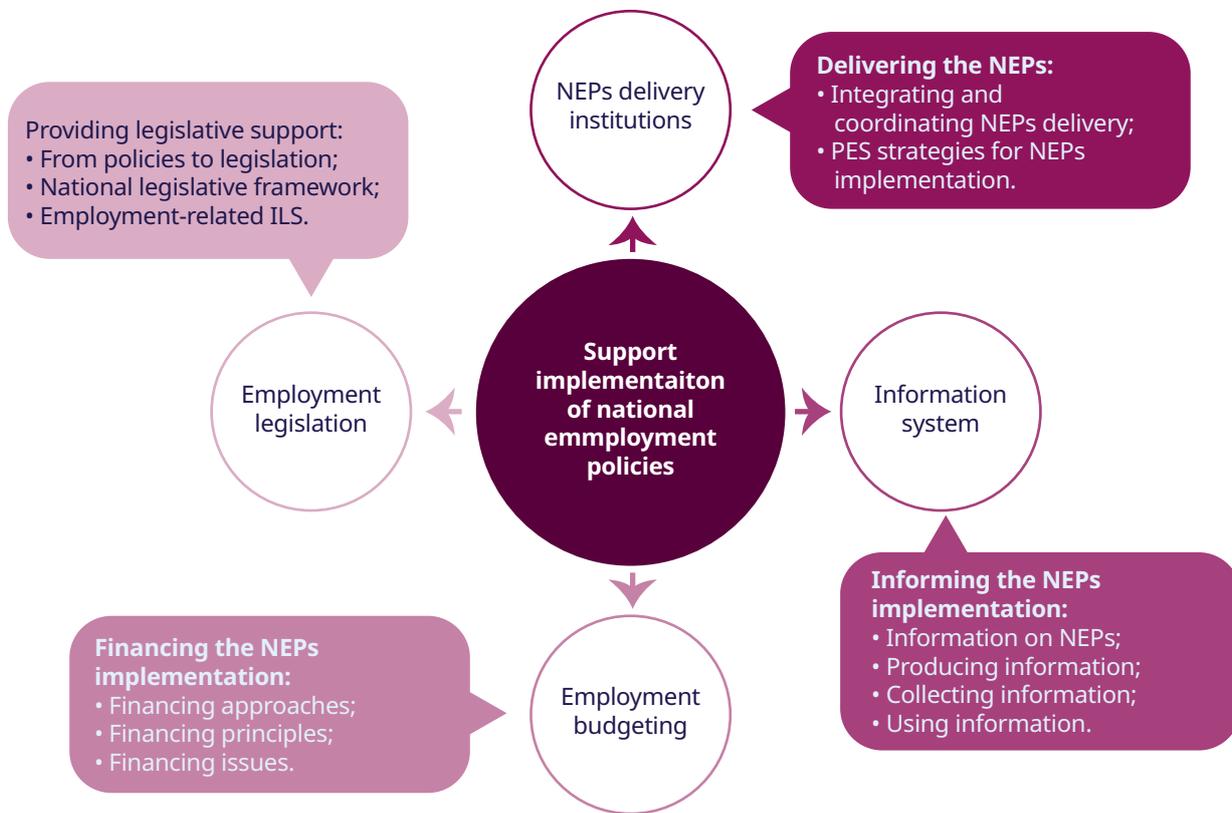
5 | Support system for employment policy implementation

This chapter presents a support system for implementation. This covers institutions for NEPs delivery, information systems on NEPs implementation, employment budgeting, and employment legislation. The support system concerns the frontline of NEPs implementation – the capacity and effectiveness of policy delivery, information collection and analysis, and financing and sustainability.

Chapter 5 Key takeaways

- ▶ **Four basic elements** – An implementation support system should be adapted for country circumstances, but generally should comprise four elements: the institutions that deliver employment policies; a labour market information system; employment budgeting, and employment legislation.
- ▶ **Delivery system** – Different stakeholders and institutions should deliver employment policies in a coordinated and collaborative way.
- ▶ **Public employment services** – These have a critical role: they should not only deliver employment policies but also coordinate the work of other partners. They should therefore have the NEPs integrated into their mandate and as part of their daily business.
- ▶ **Information systems** – A national labour market information system gathers information on supply and demand. This should be supplemented by an information system on NEPs implementation. Information on NEPs depends on the NEPs framework and distinctive country circumstance.
- ▶ **Budgeting and Financing** – Four approaches are suggested: pro-employment budgeting, gender budgeting, a medium-term expenditure framework, and employment fund to help integrate employment into the national development strategy and support a gender-responsive NEPs. Issues in financing the NEPs implementation and solutions are suggested.
- ▶ **Legislation** – To ensure sustainability, it is important to enshrine the NEPs in legislation and regulations. In some countries legislation has preceded implementation; in others, policies have gradually been improved and upgraded to legislation. An important part of the legislative process is ratification of international labour standards.

Figure 5.1 – Support system for NEPs implementation



Source: author

1. Public employment services as coordinator and implementer of national employment policies

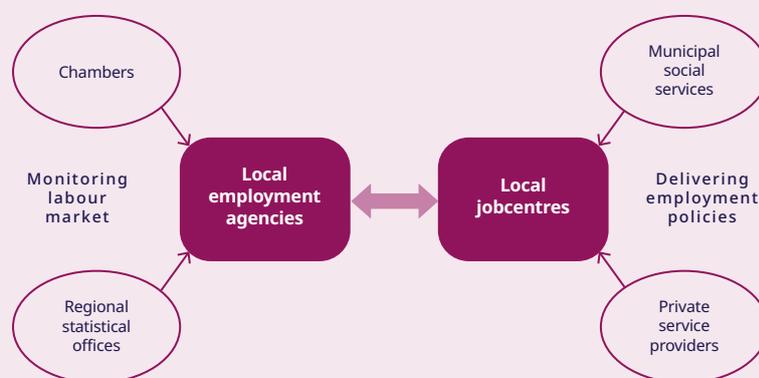
Various institutions are NEPs implementers – they deliver employment policies and programmes to beneficiaries individually or collectively with other partners. Other institutions, such as the PES, are both implementers and coordinators. The coordination role comes naturally as they are responsible for accompanying job seekers and

workers throughout their transitions from unemployment to employment or one form of employment to another, in most cases better employment. In order to provide this comprehensive support they need to coordinate with other service providers both in the public and private domains. See example of Germany (Box 5.1).

Box 5.1 – Integrated delivery in Germany

The German employment policy implementation system delivers services by means of a centralized Federal Employment Agency (FEA), which sets the main strategies. Ten regional offices, 156 local Employment Agencies and around 600 local offices make up the network of the FEA. In more than 400 local Jobcentres, most run jointly by the municipalities and the FEA, municipal and federal services are provided to low-income citizens. The advantage is that services can be offered jointly, making the application process more efficient. Policy reforms in 2003 brought about crucial changes not only in the implementation by the local authorities, but the integration of municipal social services in the portfolio of employment policies. Citizens who paid unemployment insurance receive benefits and services from the local employment agencies, with programmes tailored for a fast reintegration into the labour market. Meanwhile a minimum income is delivered in the Jobcentre by a personal case manager, unifying municipal liabilities such as child care or the payment of housing and heating costs.

A broad network of local actors support labour market monitoring by the FEA. Due to the tradition of tripartite governance in local employment agencies, local social partners and other labour market actors, such as chambers of commerce and industry and individual employers, are closely connected to the employment agencies.



Source: Katharina Zimmermann, Venesa Fuertes, 2014; ILO Employment Research Brief on Employment policy implementation mechanisms in Germany and the United Kingdom, 2017.

https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613369.pdf

1.1 Strategies for public employment services to implement national employment policies

The PES as labour market coordinators are best placed to coordinate the NEPs at the meso and micro level, with the exception of countries or regions where they have the additional mandate for coordinating employment promotion such as in Germany, Kenya or Turkey. Their coordinating role is specified in ILO Employment Service Convention (No.88)⁶¹ and Employment Policy Recommendation (No.122).⁶²

Moreover, the PES traditionally implements labour market policies (LMPs), which should ideally be part and parcel of the overall NEP; where they are not, they should at least be aligned to the NEPs objectives. In order to ensure that PES play their role effectively in NEPs implementation,

governments should clearly stipulate the responsibility as part of their mandates and daily business.

At regional and local levels there should be platforms for consultation and dialogue between government agencies, social partners, civil society, and private employment agencies. Integrated delivery at the local level is essential for a more client-oriented approach that addresses the multi-faceted barriers faced by those furthest from the labour market.

The NEPs approaches differ from one country to another. Some countries give PES the overall mandate for employment promotion and hence NEPs development, coordination and implementation, others have the PES just as one of the implementers, focusing on LMPs, and other countries have no PES. Where the PES bear the overall responsibility for employment promotion it is easier for them to coordinate NEPs implementation and lead the process, as in Germany, Kenya and Turkey.

61 https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C088

62 https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:R122

The management and service delivery arrangements of PES vary across countries, but they commonly have a three-level structure, operating at national, provincial/

regional, and local levels and may be owned by different labour market actors (Table 5.1).

Table 5.1 – PES structure and NEPs delivery

Levels/types	Structures	Roles
National	Line departments of the ministry in charge of employment or the national equivalent.	Management of employment services policies. Participation in NEPs process.
	A semi-autonomous body under the ministry responsible for employment and labour.	
	An autonomous agency with executive powers, reporting on policy issues to Ministry responsible for employment or higher authority.	
Provincial /Regional	Provincial, regional, or state office	Management of regional/state policies and programmes. Monitoring the implementation of national employment policies.
	Offices of the ministry in charge of employment or its agency	
Local	Line offices of the ministry in charge of employment or its agency	Delivery of employment services and programmes.
	Sub-national governments including municipalities	Offer their own policies and programmes or collaborate with national PES to deliver defined programmes
Rural area	Line offices of national or local agencies, or their delegated providers	Delivery of employment services and programmes.
Specialized PES	Individual job centre for specific groups, such as women, disabled persons, and veterans.	Delivery of employment services and labour market policies/programmes.
Private and non-government providers	Private employment services, non-profit organization, social enterprises. Services are provided in quasi-market systems or on market-based mechanisms.	Delivery of employment services, and labour market policies directly, or based on agreements with PES.

Source: Author's elaboration based on OECD, 2015. Strengthening public employment services.

- ▶ **National level** – Either as a line department of the ministry in charge of employment, semi-autonomous executive agency or as an autonomous agency or administration, the PES are key stakeholders of NEPs development and implementation.
- ▶ **Provincial/regional level** – Either as a provincial/regional office or as an office of the ministry or agency, the PES are responsible for managing employment policies at the regional level or implementing labour market programmes – in particular for coordinating between national and local levels, as well as monitoring implementation.
- ▶ **Local level** – The PES at local level, either as line offices of the ministry and its agency, or offices of municipality, are key deliverers of employment programmes and services.

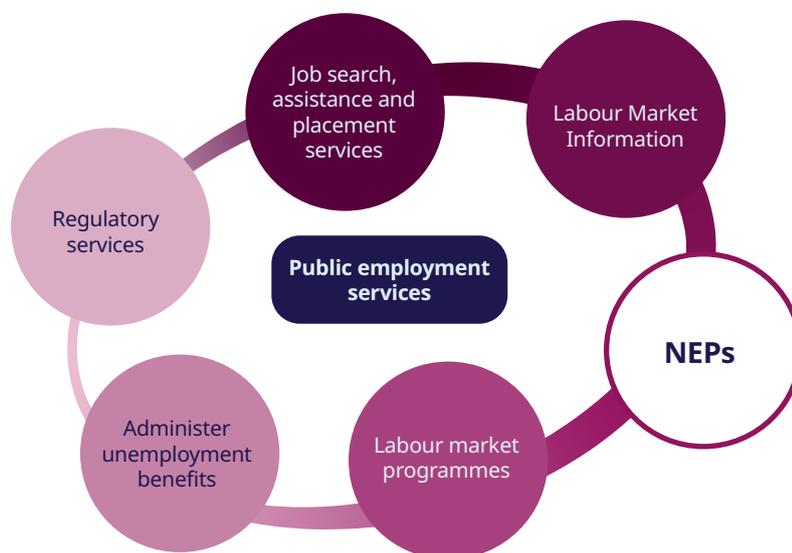
Developing countries with large rural populations may have a fourth ‘rural’ level. There are also specialized PES for specific groups, such as women, youth, persons with disabilities, veterans, or migrant workers, to ensure that they have easy and equal access to employment assistance.

Finally there are private and non-government providers. These may deliver employment services and labour market policies either in partnership with PES, or other agencies of line ministries, or on their own, directly to NEPs beneficiaries.

1.2 Enhancing public employment services to implement national employment policies

Public employment services plan and execute many government policies – to help jobseekers and employers enter the labour market, for example, to facilitate labour market adjustments, and to cushion the impact of economic transitions (Koeltz D. 2015). Their core functions are provided for in ILO Convention No.88 (Figure 5.2).

Figure 5.2 – Core functions of public employment services



Source: Based on Facilitator’s training guide on employment services, ILO 2015

Depending on the overall employment mandate and its level of development, PES may assume different roles, directly or indirectly, in the implementation of the NEPs. Where feasible, it is advisable that these roles are made clear. The PES can be involved in:

- ▶ Designing and formulating NEPs.
- ▶ Coordinating delivery of employment policies.
- ▶ Reaching out to special categories of NEPs beneficiary and those in difficult regions.
- ▶ Monitoring the progress of NEPs implementation, especially with respect to LMPs.
- ▶ Collecting and analysing information on implementation.
- ▶ Reporting the results of NEPs delivery and implementation to line ministries as well as the IMCC.
- ▶ Proposing adjustments and improvements.
- ▶ Managing the PES budget allocated for NEPs delivery.

To enable the PES to play new and larger roles in NEPs implementation, their capacity needs to be strengthened, and they need to have a clear mandate with full support of the authorities, including the powers to convene and coordinate other line ministries, and be properly resourced.

Furthermore, their tripartite advisory boards, where they exist, would need to be strengthened. The PES can work with other government agencies and private and non-government employment services and labour market policies providers to support implementation, see example of China (Box 5.2). At the national and provincial/regional level, the PES are natural members of inter-ministerial meetings. They can also guide implementation at lower levels, as in Germany.

Box 5.2 – Integrated delivery in China

In China, “One-dragon” services” are provided at PES centres to implement employment policies. Staff from other administrations and agencies such as finance, taxation, commercial and industrial administration, education, and commercial bank come regularly to PES centres and provide collectively the information and consultation of employment policies and the implementation services, so that jobseekers and employers can have the access to employment policies in one place. The One-dragon services can also be delivered in other locations designated by local government, where convenient, for specific target groups.

Source: Guidance on Promotion of All-Round Public Employment Services. China. December 2018

http://www.mohrss.gov.cn/SYrlzyhshbzb/jiuye/zcwj/YZonghe/201812/t20181206_306392.html

1.3 Integrating national employment policies in delivery frameworks of public employment services

PES can implement employment policies as part of their daily business (Figure 5.3), comprising three main stages:⁶³

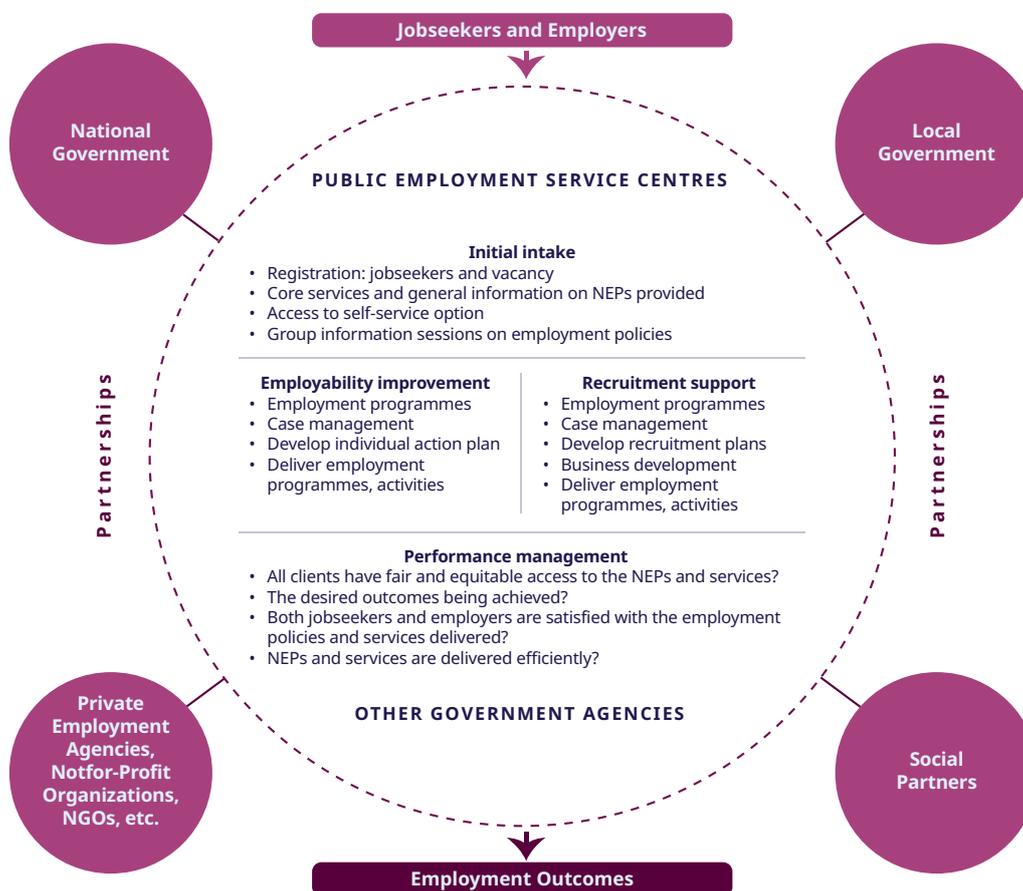
1. *Initial intake* – When jobseekers and employers first approach an employment office, PES officials provide general and specialized information and assistance which can include information on employment policies, the specific programmes and services and how can they benefit from them. PES can thus act as a hub of information on employment and social policies.
2. *Employability improvement and recruitment support* – Profiling, and segmentation of jobseekers and employers as well as customization of services are done to help jobseekers enhance their employability and employers access value-adding services and ensure a more efficient filling of vacancies. Through the establishment and supported implementation of individual work plans, job seekers are provided with or referred to various active labour market programmes as social assistance services to address their barriers to integration in the labour market. Case workers, personal advisors and recruitment consultants provide services to jobseekers according to priorities set in the employment policies, and to employers on how to incorporate employment programmes into their recruitment plans and business development strategies

3. *Performance management* –Through feedback obtained from clients of PES on its services and referrals to employment policies and programmes and through routine monitoring and impact evaluation of labour market programs, PES play a central role in the monitoring of the implementation of employment policies. There is need for an established channel through which PES provide regular reports to the ministry in charge of employment.

The PES can also work through public-private partnerships with private employment agencies, not-for-profit organizations, and NGOs who can all improve service provision.

⁶³ Koeltz Donna. Facilitator’s training guide on employment services (ILO, 2015), https://ilo.primo.exlibrisgroup.com/discovery/fulldisplay/alma994893563402676/41ILO_INST:41ILO_V2

Figure 5.3 – NEPs delivery framework through PES and partnerships



Source: Based on the PES delivery framework in the Facilitator’s training guide on employment services (ILO, 2015), and made a reference to Finn D. Overview of developments in public employment services-good practices and transferable lessons. Presentation at Workshop on Public Employment Services in Beijing in July 2018.

2. Information systems on implementation of national employment policies

Monitoring employment policies is not just about collecting information on direct and explicit employment interventions but about all policies that have an impact on employment. In addition to the labour market information (LMI), NEPs implementation relies on other elements of a well-functioning information system.⁶⁴

2.1 Labour market information systems

Labour market information system (LMIS) comprise all the information on supply and demand in the labour market, and how they interact with each other. Most countries are committed to the development of labour market information systems. In practice, however, particularly in developing economies, these have a number of limitations. The data may be unavailable on time while the labour market institutions, including workers’ and employers’ organizations, may not have the capacity under the right format to feed information and analysis into decision-making.

64 <https://www.ilo.org/global/topics/dw4sd/themes/lm-info-systems/lang--en/index.htm>

LMIS facilitate labour market analysis and provide the basis for monitoring and reporting on employment policies.⁶⁵

They also facilitate exchange of information and coordination of different actors and institutions that produce or use the information. A LMIS has four main components: collection and compilation of data and information, repository of information, analytical capacity and tools, and institutional arrangements and networks.

A widely-used set of indicators are the [Decent Work Indicators](#) (DWI) which can be found at [ILOSTAT](#), the core statistical information system of the ILO. DWI cover the four dimensions of the Decent Work Agenda, plus indicators of the economic and social context of decent work.

Among the more than 400 indicators and breakdowns in ILOSTAT, [Key Indicators of the Labour Market](#) (KILM) are a subset for monitoring new employment trends. The latest version of the KILM indicators has now been fully integrated into [ILOSTAT](#) and is available directly through this portal.

2.2 Information systems on implementation of national employment policies

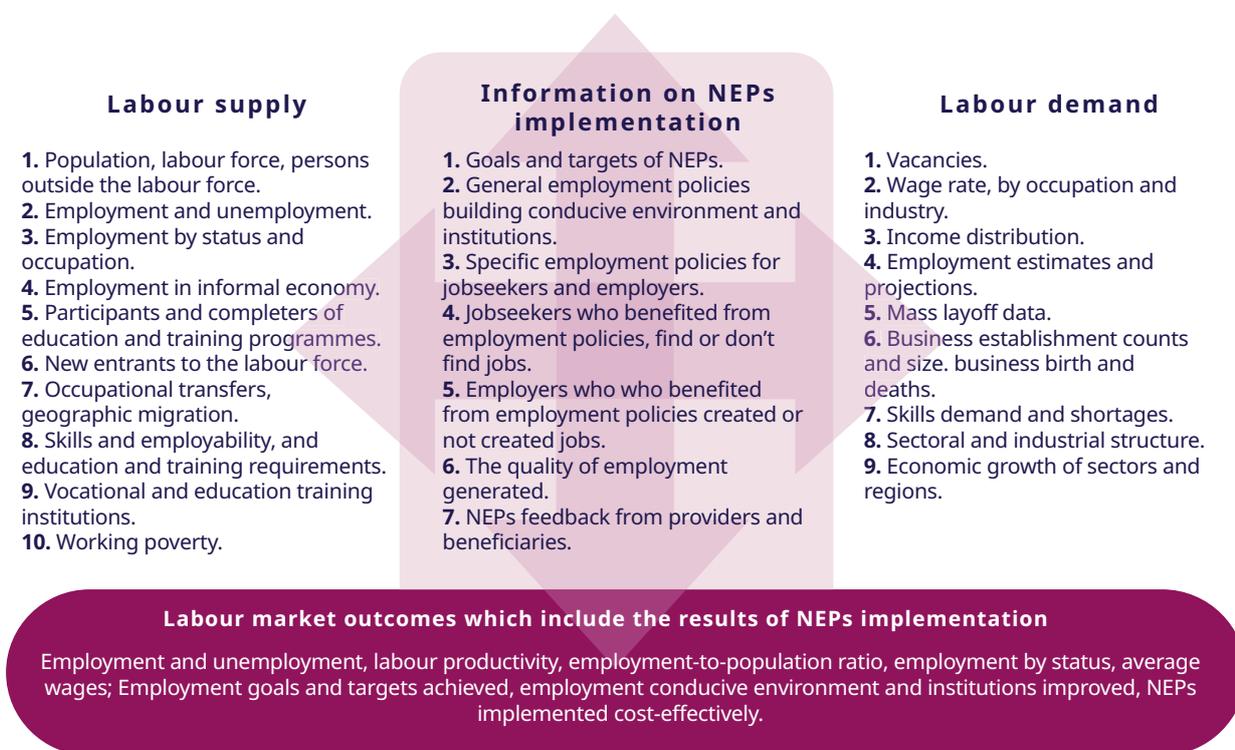
In addition to the LMIS, or as part of it, there should be a mutually supportive information system on NEPs implementation (Figure 5.4). Stakeholders should participate in producing and reporting information for which staff would receive the necessary training. This system would also strengthen the sources of information and identify new ones. The system would include the following information.

- ▶ Employment goals and targets set in NEPs.
- ▶ Contents of employment policies for beneficiaries.
- ▶ Progress and results of NEPs implementation.
- ▶ NEPs deliverers including numbers and types of deliverers.
- ▶ The quality of employment generated through NEPs implementation.⁶⁶
- ▶ Feedback and comments from NEPs deliverers and recipients on the NEPs implemented.
- ▶ The effects of the implemented NEPs on labour supply and demand, and on labour market outcomes.

⁶⁵ <https://www.ilo.org/global/topics/dw4sd/themes/lm-info-systems/lang-en/index.htm>

⁶⁶ Seven dimensions of quality of employment were discussed in the 19th International Conference of Labour Statisticians (Geneva, 2–11 October 2013) and defined in the Handbook on Measuring Quality of Employment: A Statistical Framework, UN Economic Commission for Europe, New York and Geneva, 2015, which cover safety and ethics of employment, income and benefits from employment, working time and work-life balance, security of employment and social protection, social dialogue, skills development and training, employment-related relationships and work motivation.

Figure 5.4 – Information supporting NEPs implementation



Source: (1) LMI on labour supply and labour demand, and labour market outcomes: ILOSTAT:

<https://ilostat ilo org/> (2) Information on NEPs implementation: author.

Note: The data should be disaggregated by sex, occupation and industry, and sub-national level (e.g. province/region).

The LMIS and information system on NEPs implementation can also be placed in the context of the United Nations Sustainable Development Cooperation Framework (UNSDCF). The results framework should also anticipate the information on employment and labour markets needed by the UNSDCF, DWCP, or the national development plan, including the SDG indicators prioritized by the government. The system should be able to provide sufficient information to demonstrate the added value of NEPs implementation.

2.3 Information producers

The LMI is collected by various actors and, where a functional LMIS exists, according to the schedule, roles and responsibilities assigned to them. The responsibility for coordination and consolidation of data rests in the lead organization, which could be the national statistical agency, the Ministry responsible for employment. Information on NEPs implementation collected by various organizations,

and consolidated by the ministry in charge of employment, or the IMCC (Table 5.2). The major producers of information include the following:

- ▶ *Statistics offices* – At national, provincial and local level. These are the principal fact-finding agencies in the broad field of labour economics and statistics duty- and policy- holders for the collection of labour market information, such as employment, unemployment, mass layoffs, job gains and losses, prices and living conditions, working conditions, and productivity.
- ▶ *Ministries in national governments* – The bulk of information is gathered by the ministry in charge of employment in collaboration with its employment agencies. Other sources include the ministry in charge of education and vocational training, and the ministry in charge of trade and industry.
- ▶ *Government departments* – Provincial, regional, and local. Line government departments covering issues such as employment and training administration.

- ▶ *Institutions for NEPs delivery* – These include national and local governments agencies mentioned above, and other employment service providers.
- ▶ *Social partners* – Trade unions and employers’ organizations (Figure 5.5) and organizations of targeted groups, such as women, youth, disabled, veterans, and indigenous groups.
- ▶ *Academic and research establishments* – Research institutes and universities carry out research on

employment issues and employment policies. The ministry in charge of employment in other countries such as the Republic of Korea and Germany have research institutes on employment issues.

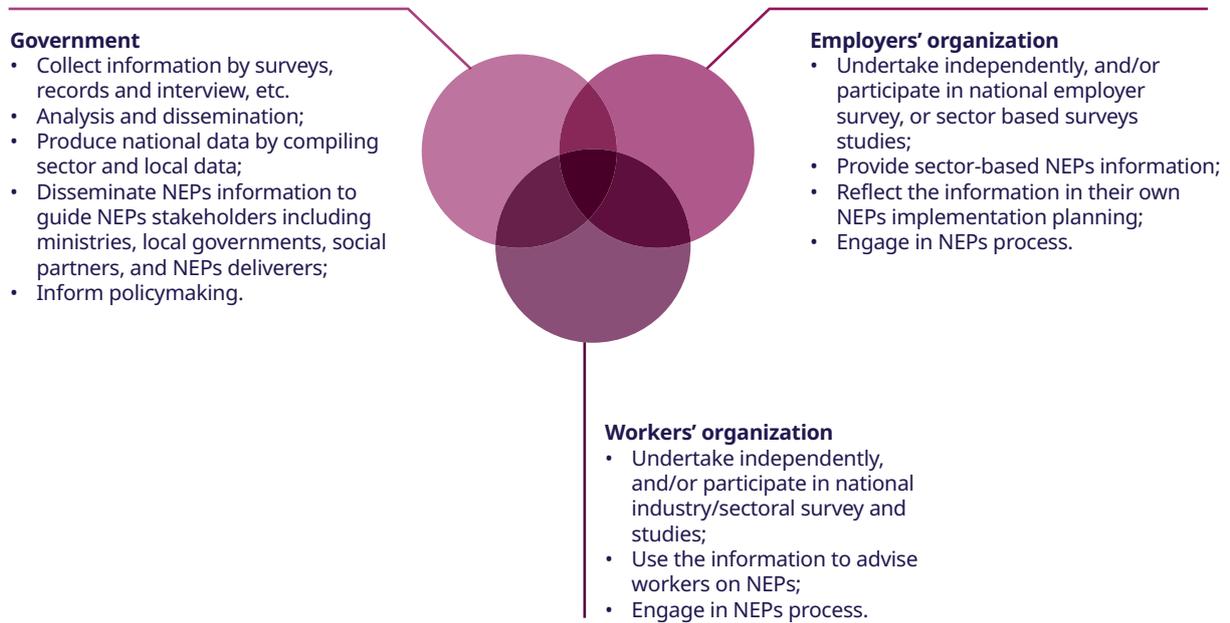
- ▶ *International and regional organizations* – These also produce helpful information on economic development, macro-economic policies, and labour markets at regional and global levels, which, in many cases, will support NEPs design and implementation.

Table 5.2 – Producers of information on and for NEPs implementation

Economy and policy	- Ministries in charge of finance, economy and trade, social affairs, central bank;
Business and industry	- Ministries in charge of industry, commerce, employment, etc. - Employers' organizations
Workers and employers	- Ministry in charge of employment and labour - Workers' and employers' organizations
Competence and employability	- Ministries in charge of education, vocational training - Universities - Training institutions
NEPs implementation	- Ministry in charge of employment - Institutions of NEPs delivery - Other NEPs stakeholders
Population, labour force, economic and social development	- National Statistics Office - Academic and research establishments.
Employment issues and employment policy	- Ministry in charge of employment, and other NEPs stakeholders - Academic and research establishments

Source: author

Figure 5.5 – Information activities by tripartite partners



Source: author

2.4 Methods of data collection

Quantitative information can be collected through census, surveys, administrative and management records. The most extensive data on employment, underemployment or labour utilization come from household surveys. These are carried out by the national statistics office (NSO) periodically, depending on the country. Labour force surveys typically vary from monthly, quarterly, annually to every five years. However, the NSO may, in collaboration with the ministry in charge of employment, carry out annual surveys on other aspects.

Qualitative information can be gathered in other ways including observations and interviews and field visits. The ILO Guidelines for Rapid Diagnostics for Assessing the Country Level Impact of COVID-19 on the Economy and Labour Market can be used to inform the NEPs for an inclusive, job-rich recovery from the COVID-19 crisis⁶⁷. An overview of data collection methods is given in Table 5.3.

⁶⁷ https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_743644.pdf

Table 5.3 – Methods for collecting information

Method	Description	Use	Advantages	Limitations
Administrative and management records	Documents that provide information on project management processes.	To examine the effectiveness of project management or strategy implementation.	Information on processes that is difficult to obtain through other means.	Programme specific. Dependent on reliable management records.
Field visits	In-depth examination of a specific site or location.	To monitor and understand the context.	High level of detail. Access to observation data.	Programme-specific. Highly dependent on access to appropriate field sites.
Key informant interviews	In-depth data collection method with highly informed individuals.	To obtain specific and highly detailed info. on specific issues.	High level of detail. address unanticipated topics. Flexible to explore issues in depth.	Programme specific. Quality is highly variable.
Focus groups	In-depth data collection method with informed members of a specific subpopulation.	To obtain specific and highly detailed information.	Same as for key informant interviews. Interaction.	Programme specific. Quality highly dependent on group dynamic.
Direct observation	Classroom observation information for example, is recorded in a log or diary.	To obtain naturalistic data.	Detail from a neutral observer. Information on actual behaviour.	Risk of observer bias.
Review of official records	Official documents that provide background info. Or historical data on certain phenomena.	To examine underlying processes or historical trends/data.	Provides information that may be difficult to obtain through other means.	Possible access restrictions. must verify validity and reliability of data.
Mini-surveys	Brief questionnaire/survey that collects limited data set.	To obtain quantitative data on a limited number of people or issues.	Faster and cheaper than household surveys.	Limited scope and not representative.
Household surveys	An extensive set of survey questions.	To obtain info. On a large number of respondents.	Information on population of interest, generalizable.	Expensive. Requires special expertise to ensure validity.
Panel surveys	A longitudinal study in which variable are measured on the same units over time.	Same as for household surveys.	Same as for household surveys. Capture dynamics over times.	Same as for household surveys.
Census	Survey for an entire population.	A complete data set on a specific population.	Generalizable. Typically available from official sources.	Expensive. Time consuming.

Source: Guide for the formulation of national employment policies. ILO, 2012

2.5 An integrated and coordinated approach to data collection

The information on NEPs implementation needs to be collected and used in a coordinated way. This will make the information systems more effective, improve the quality of monitoring and assessment, and help coordinate NEPs implementation. Coordination may take place through the ministry in charge of employment which can integrate data from a range of sources, entrusting the responsibility with the LMIS lead agency especially if it is the ministry responsible for employment or economy, or through national employment observatories. Annex 1 provides a

list of the general questions and the type of information that might be gathered.

An example of data integration is in the Republic of Korea, where the Korea Employment Information Service (KEIS) collects data from six online systems: Job portal, Employment Insurance, training, publicly-funded employment programs, migrant workers, and the Employment Information Service. These systems cover almost every employment policy or programme. The KEIS, with 400 researchers and staff, operates the networks and analyses the data.

Alternatively the responsibility can be entrusted to the national employment observatory where it already

exists, or create a new one dedicated to employment policy information. This should allow better coordination between LMI data and data on NEPs implementation, strengthen monitoring and evaluation and increase accountability. National observatories may also have online systems. In many countries observatories are equivalent to LMIS – they are institutions responsible for LMIS and research. The European Employment Policy Observatory (EEPO) aims to improve European and national policy-making by providing information, analysis and insights on the design, implementation, monitoring and evaluation of policies. The EEPO produces high-quality research papers on the labour market and employment, which can be accessed through the EEPO library.⁶⁸ Most countries in

Africa have observatories managed by or linked to PES – as in Benin, Côte d’Ivoire, and Central African Republic, while in Togo, Mali, and Cameroon they are semi-independent, respectively. In Burkina Faso and Niger, the observatories are independent.

2.6 Processing, analysing and disseminating information

Table 5.4 shows the typical generation and flow of information of NEPs implementation. The elements and flow of information may differ between countries.

Table 5.4 – Generation and flow of information on NEPs implementation

Collection	Processing	Analysis	Dissemination
Producers	Data sources	Information needs	Outputs
Bureau of statistics	Population census; labour force survey, household/establishment survey, etc.	Inclusive economic growth, population, labour force, employment and unemployment, labour supply and demand, employment forms, disadvantaged groups, international migration, investments, hours of work, labour cost, productivity, consumer price index, household expenditure, income, supply and demand for skilled workers.	<ul style="list-style-type: none"> - Assessment of NEPs impact on inclusive growth. - A more employment- centred social, economic and environmental development agenda. - Political commitment on decent and inclusive work. - New direction of NEPs development. - Pro-employment budget.
Ministries in charge of economy, industry and commerce, finance, central bank	Establishment surveys		
Ministry in charge of employment	Household and establishment surveys (LFS, Wages and salaries, etc.)		
Ministry of education	Education statistics		
Training institutions	Training reports		
Employment agencies	Employment service and labour market policy delivery records	Vacancies, jobseekers, employers, placements, migrant workers. NEPs implementation information, and information from NEPs questions.	<ul style="list-style-type: none"> - Progress reports of NEPs implementation; - NEPs implementation reports; - Recommendations on NEPs development; including revising policies and strengthening institutions.
Ministry in charge of employment, and other line ministries	Administrative and management records. Reports from field visits, key informant interviews, focus groups, direct observation, and review of official records.		
Social partners	Reports of employers’ and workers’ organizations.	Employment relations, labour disputes; occupational safety and health, working conditions, wages and benefits; trade unions and employers activities, collective bargaining; social security, welfare; gender equality, non-discrimination in employment.	<ul style="list-style-type: none"> - Strengthened social dialogue in NEPs implementation. - Improved employment quality. - Inclusion and mainstreaming gender equality, and non-discrimination.
Social security organizations	Social security records		
Organizations for women, youth, disabled, veterans, indigenous, CSOs, etc.	Management records. Site visit reports, key informant interviews, focus group, direct observation, and review of official records.		

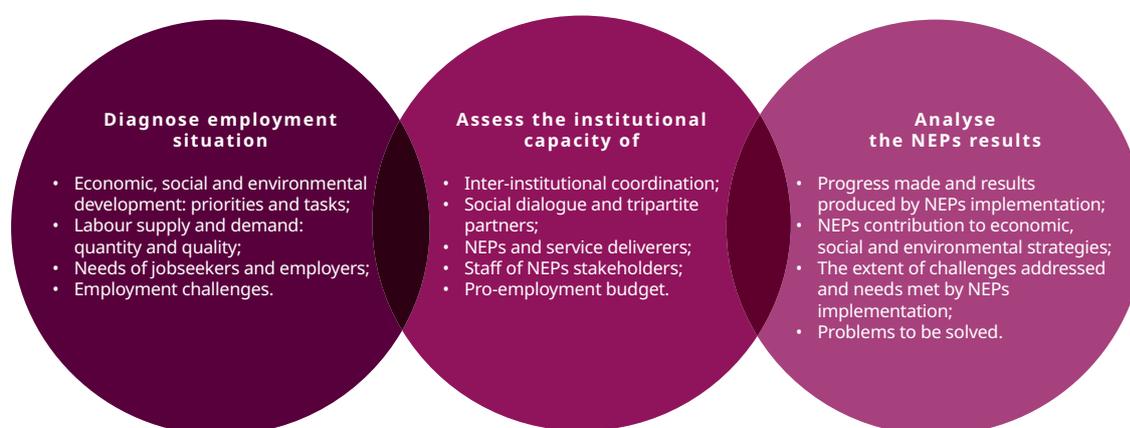
Source: author

68 More details on the EEPO can be found at: <https://ec.europa.eu/social/main.jsp?catId=1086&langId=en>

Each NEPs stakeholder which produces information is required to analyse this within their specialized areas. The IMCC can then undertake the overall analysis based on the reported consolidated information. Analysis may also be carried out by a labour market observatory as in Tunisia, or a labour market information centre, as in South Africa which has a team comprising specialists from key ministries.

The information gathered can be used to provide a profile of economic and labour market conditions, to understand the trends in economic development and the labour market, and to understand the NEPs and its implementation. It can also answer questions on three aspects of NEPs implementation concerning the employment situation, employment policy, and the capacity to implement employment policy (Figure 5.6).

Figure 5.6 – Uses of information on NEPs implementation



Source: author

The IMCC and other NEPs stakeholders can use this information to review NEPs implementation and then improve the policies and institutions. As a starting point they can consider the following questions.

- ▶ What are the current economic, social and environmental conditions from employment perspectives?
- ▶ What are the trends in the labour market?
- ▶ What are the outlooks for industry and different sectors and occupational groups?
- ▶ How has the current NEPs supported the national economic, social and environmental development strategies?
- ▶ To what extent has the current NEPs addressed the employment challenges?
- ▶ To what extent have the needs of jobseekers and employers been met by the NEPs implementation?
- ▶ How effective and efficient has NEPs implementation been?

- ▶ How have tripartite and the inter-ministerial coordination mechanisms contributed to NEPs implementation?
- ▶ What staff capacities need to be strengthened?
- ▶ What are the strengths and weaknesses of the institutional capacity?
- ▶ How do the contents and methods of the NEPs need to be improved to meet future challenges?
- ▶ Did the NEPs address transformations in the labour market?

Information can be disseminated regularly – for example, in quarterly progress reports, bulletins with statistics, trend and challenges analysis, and year-end reports that present a comprehensive overview of NEPs implementation. The information may be presented in various media such as reports, web sites, and interactive web tools, including GIS/data mapping and web services. There can also be presentations and press releases, newsletters and email updates, user training, special data tabulations by request, special topic studies and survey results, and customized consultations and advisory services.

3. Financing the implementation of national employment policies

National employment policies cost money. However, in many developing countries, there are significant constraints relating to the inadequacy of human, material, and technical resources in NEPs implementation, in particular financial resources. Countries need to make efforts and take flexible approaches to mobilize resources from different sources. The process of financing the NEPs implementation includes the allocation, use and management of the budget. The allocation of resources for a NEPs actually implements the measures and activities and transforms the NEPs into results, and the budget need to be managed and used efficiently so that the whole system is cost-effective.

3.1 Approaches for financing the national employment policies

NEPs implementation will require the mobilization of financial resources to match the ambitions set out in the policy. For this purpose, the government can

consider some approaches including pro-employment budgeting, gender-responsive budgeting, a medium-term expenditure framework, and employment fund, etc. to implement different NEPs within specific circumstance.

A. Pro-employment budgeting

Pro-employment budgeting (PEB) aims to optimize the use of the national budget to best achieve the NEPs. It is not about increasing expenditures to create employment, or doing a separate budget for employment, but a way of ensuring that government allocations and expenditures are aligned with the employment policy.

PEB can succeed if the NEPs is accompanied by budgeted priority action programmes in national development plans. To make the funding of the NDP more employment-led, the ministry in charge of employment will have to work alongside the ministry of planning to ensure that key employment issues are integrated throughout the planning-programming-budgeting-monitoring-evaluation chain. Figure 5.7 illustrates the various phases of the chain and states what each implies from an employment perspective.

Figure 5.7 – Integrating employment in the planning-programming-budgeting-monitoring-evaluation chain



Source: E. D'Achon, 2017

More information on PEB can be found in Eléonore D'Achon, *Employment budgeting: translating commitments into reality* (forthcoming). Further see ILO working paper: *Pro-employment budgeting in the United Republic of Tanzania: A country study*,⁶⁹ and *Pro-employment budgeting in China: Linking employment to national and local budgets*.⁷⁰

B. Gender budgeting

Gender budgeting, or gender-responsive budgeting, supports gender-responsive national employment policies. Gender budgeting does not involve creating separate budgets for women, or simply increasing specific budget allocations directed to women. Instead, it involves allocating expenditures so as to address persistent inequalities between women and men. This involves understanding the gender implications of employment policies, checking that the budget integrates gender concerns, and then planning and implementing a budget that focuses on gender-related employment.

Gender budgeting must be tailored to meet country circumstances but in general can involve five steps: (1) analysing the situation of men and women by sector, (2) assessing how policies address the gendered nature of the situation, (3) checking that the assigned budget allocations are sufficient, (4) monitoring expenditure and policy implementation to ensure that funds are spent as intended, and (5) evaluating outcomes to see how they contribute to gender equality commitments.

To assist the process of gender budgeting, there are a number of tools including:⁷¹

- ▶ *Policy assessment* – This tool is the equivalent of the five-step approach. It links budgets to policies, examines each budget area and related policies from a gender perspective, and considers the likely gender impact of allocations and associated policies.
- ▶ *Beneficiary assessments* – These ask intended beneficiaries how public spending is meeting their needs and what their priorities are. This can involve, for example, opinion polls, attitude surveys, focus groups, interviews, and role plays.
- ▶ *Public expenditure analysis* – Compares distribution of public spending among women and men. Estimates

the amount spent on a given service for women and men.

- ▶ *Sex-disaggregated analysis of the impact of the budget on time use* – Focuses on the amount of unpaid work. Is this likely to increase the time that men/women spend on unpaid work?
- ▶ *Revenue analysis* – Examines the proportion of income paid in taxes/user fees by women and men
- ▶ *Gender-sensitive budget statement* – Governments can issue gender analysis of their programmes and budgets.

Women's groups should be natural members of the IMCC, and the ministry in charge of employment and the MoF need to collaborate closely with women's groups to integrate the above steps and tools into the budget cycle and NEPs implementation process.

C. Medium-term expenditure framework

A medium-term expenditure framework (MTEF) is designed to link planning that has a medium-term outlook (3–5 years), with the annual budget. As a consequence, it links budgetary expenditures more systematically with socially desired outcomes.

The MTEF allows ministries greater flexibility in managing their budgets. This can improve inter-, and intra-sectoral resource allocation by dedicating resources to the most important priorities and make expenditures more efficient and effective. This should also make the budget more predictable, and increase legitimacy and political accountability for expenditure outcomes.⁷²

An MTEF is an ideal tool for translating national employment policies into public expenditure programmes within a coherent multi-year macroeconomic and fiscal framework. In many developing countries, public expenditure is increasingly aligned to the goals and objectives of the national development plan and are embodied in the MTEF. Mainstreaming employment objectives and targets in the MTEF is thus a natural and sensible strategy for ensuring implementation of the NEPs. Some countries, such as Central African Republic and Cameroon, have mainstreamed employment in the MTEF. In Tanzania, the MTEF incorporates the job creation objectives and targets

69 https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_554174.pdf

70 https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_364614.pdf

71 For further reading see *Overview of Gender-responsive Budget Initiatives, A Discussion Paper for ILO Staff on the Relevance of Gender-responsive Budget Initiatives in Promoting Gender Equality in Decent Work Country Programmes*, can be found at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_111403.pdf

72 *Government at a Glance Southeast Asia 2019*. OECD iLibrary, <https://www.oecd-ilibrary.org/sites/5b0d4f77-en/index.html?itemId=/content/component/5b0d4f77-en>

developed in the respective institutional strategic plans; each planning unit is supposed to indicate at each activity/project level what jobs are to be created with the planned budget.⁷³

To ensure an employment-centred MTEF, the following steps can be taken:

- ▶ An IMCC, if it exists in the country, or inter-ministerial technical group set up to link the NEPs to the national budget.
- ▶ Programming budget defines results of the NEPs to be achieved in the medium term and what the EAP to achieve those results, to clarify what needs to go into the MTEF.
- ▶ An estimate of the costs of the measures and activities in NEP/EAP, to estimate expenditures and ceilings at both national and local level, as well as a prioritization of needs in relation to the priorities of the ministry in charge of employment.
- ▶ Analysis of past and current expenditures of the ministry in charge of employment.
- ▶ Recommendations for better budget allocation and more cost-effective performance with respect to the strategic orientations of the NEPs.
- ▶ MTEF budget were discussed and validated in the inter-ministerial meeting of the IMCC, or national tripartite consultation, so that all members including social partners are kept informed throughout the process through the organization of specific information, training, and consultation meetings.

In countries with weak capacity, a full-fledged MTEF cannot be introduced all at once. Instead MTEF-specific components should be phased in.

D. Employment fund

Some countries have a separate employment fund to support employment policy implementation. Governments typically use a combination of four main sources: (1) the government general budget, including budgets for line ministries implementing employment related policies; (2) unemployment insurance, such as the part for job seeking and access to ALMPs; (3) a special employment budget for the NEP; and (4) external contributions, including funds from development partners and civil society. Some country examples are offered in Annex 2.

To implement the adopted NEPs, the IMCC where it exists, or ministry in charge of employment, in collaboration with MoF and ministry of planning, needs to prepare a realistic programming of resources (human, equipment and financial). A rigorous estimation of input needs and unit costs is required, as well as one of financial needs. It is preferable to follow the country's specific guidelines in that regard and use official budget lines and unit costs. It is thus crucial for the ministry in charge of employment to: (1) Work on integrating employment objectives in the national development framework, NDF. (2) Advocate for funds based on a solid argument. (3) Show efficient use of resources allocated in the past, for example by conducting public expenditure reviews.

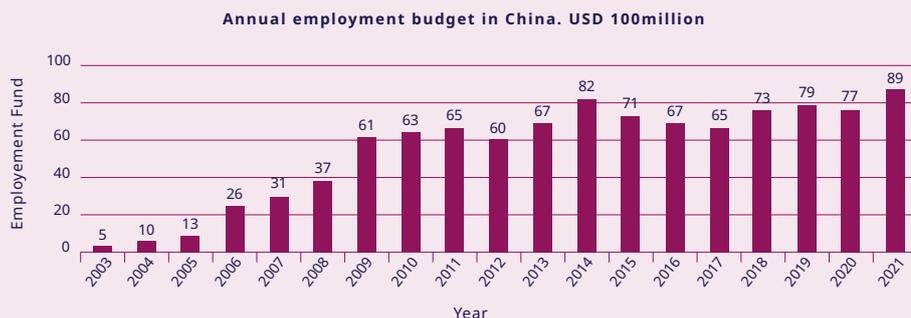
The MoF allocates them based on: (1) NDF priorities; (2) the quality of the sectoral request for funds (is it anchored in a well-articulated policy with clear objectives and targets? Is it realistic, i.e., does it fall within a reasonable range of the allocated envelope? etc.); (3) the past experience in use of funds by the sector under consideration.⁷⁴ A progressive approach is suggested to financing the NEPs implementation. For example, the pro-employment budgeting approach in Tanzania and South Korea was first pilot tested before being replicated at a larger scale. See Box 5.3, example of how China develops the employment fund.

⁷³ Pro-employment budgeting in the United Republic of Tanzania: A country study. ILO Working paper No. 213. 2017, https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_554174.pdf

⁷⁴ Guide for the formulation of national employment policies. ILO, 2012.

Box 5.3 - A progressive approach to financing the national employment policies

In China, the Employment fund (EF) is focused on the priorities of economic reform and development, and a progressive approach have been taken to scale up the EF along with the increasing number of NEPs target groups. There was no employment budget except the unemployment insurance that assists the unemployed people before 2003 when China launched its first version of national employment policy and created the EF to address the laid off workers from state-owned enterprises (SOEs), which was then the priority of the economic reform. In 2009, the amount of EF doubled in response to the emerging youth employment challenge, and the impact of international financial crisis. Since 2014, the EF has covered also entrepreneurship development and rural workers.



Source: Employment Promotion Department, Ministry of Human Resources and Social Security of China. The amount of the EF in USD is based on the Chinese Yuan (CNY) for USD exchange rate for each year.

3.2 Basic principles for financing the national employment policies

To ensure a sustainably financed NEPs, the basic principles can be identified to guide the design of the financing system and the implementation process. Financing NEPs implementation should be affordable, priority-focused, earmarked, results-based, cost-effective and transparent.

A. Affordable

Employment policies should be designed and implemented within the country's economic capability and the delivery capacity of staff and institutions. It is important therefore to establish an employment budget at national and local levels that optimizes the use of available resources to best achieve the employment objectives. This may also mean mobilizing funds from development partners and donors.

B. Priority-focused

Financing NEPs implementation is not like sprinkling pepper on food; the employment budget must be channelled to priorities. These may include the key sectors to develop, vulnerable groups, enterprises and sectors with high risk of mass layoffs, and regions with lower economic capabilities.

C. Earmarked

The budget will have multi-layered specific purposes, so should be broken down into different items to support targeted groups for whom the funds are earmarked with specific employment policies. Items earmarked in this way cannot be used for other purposes.

D. Results-based

This provides incentives to NEPs stakeholders and deliverers to focus on employment outcomes and impacts. One option is to make an initial grant with the remainder contingent on a progress report. For the Employment Fund in China, for example, 50 to 70 per cent of the grant is paid to the local government at the beginning of the year to help start NEPs implementation; the remainder is paid in the middle of the year, and adjusted according to a review of progress made, employment targets achieved and implementation issues monitored. The second approach, as in the Employment Fund in Nepal (Box 5.4), involves no advance payment and depends entirely on results, with the payments made in stages. When properly designed to avoid perverse behaviour, a results-based payment system helps ensure inclusion (by making services for the vulnerable groups more attractive), gender equality, and the performance of NEPs deliverers.

Box 5.4 – Results-based financing in Nepal through the Employment Fund

In Nepal the Employment Fund contracted firms to provide skills training and employment services. At the end of a course, the training firms received only 40 per cent of the agreed fee for each graduate, an amount that did not cover their full costs. 25 per cent was paid only when the graduates were placed in a job, and 35 per cent of the fee only if the graduate earned an income above the official minimum wage. Consequently, the training providers were eager to offer courses that led to successful employment.

There was a risk that providers might exaggerate the rate of gainfully employed graduates, so several measures were put in place to limit such irregularities. These included close and regular monitoring of graduates’ employment status, and random, unannounced visits to employers to check employment and income status. External experts assessed the risk of manipulation, but they did not find any evidence of this on site and concluded that there was probably some manipulation but it would nevertheless be low due to the control measures.

The Employment Fund which involved collaboration with 57 training providers, was financed by the Swiss Agency for Development and Cooperation, UK Aid and the World Bank, with an overall budget of about 35 million Swiss francs. Helvetas operated the secretariat of the fund, which covered 87 per cent of districts in Nepal and approximately 80 occupations including those in construction, hospitality, garments and textiles, agriculture, and electronics.



Source: <https://www.helvetas.org/en/switzerland/what-we-do/our-topics/skills-development-education/skills-development-education-experts/results-based-financing-employment-fund>

E. Cost-effective

Cost-effectiveness need to be considered when making EAP/EWP and financing plan, defining the financing scope, and running the coordination and accountability system. For this purpose, during the NEPs review, the IMCC can ask a number of questions. NEPs stakeholders can ask the same questions for their own employment policy implementation:

- ▶ Has the NEPs implementation cost more or less than planned?
- ▶ How does it measure up against its own financing plan?
- ▶ How do actual costs compare with benchmarks from similar policies or activities between line ministries, provinces/regions, and between different periods?
- ▶ Have there been obvious cases of inefficiency or wasted budgets?
- ▶ Do the benefits from individual activities outweigh the costs?
- ▶ What is the least-cost way of achieving the expected NEPs results?

- ▶ Were the outputs and outcomes of NEPs implementation achieved in the most cost-effective way?
- ▶ For the employment budget what are the reasons for surpluses or deficits?
- ▶ What would be the implications of adjusting and improving the NEPs in terms of costs, cost-effectiveness, or efficiency?
- ▶ How do costs affect the results and sustainability of the NEPs?

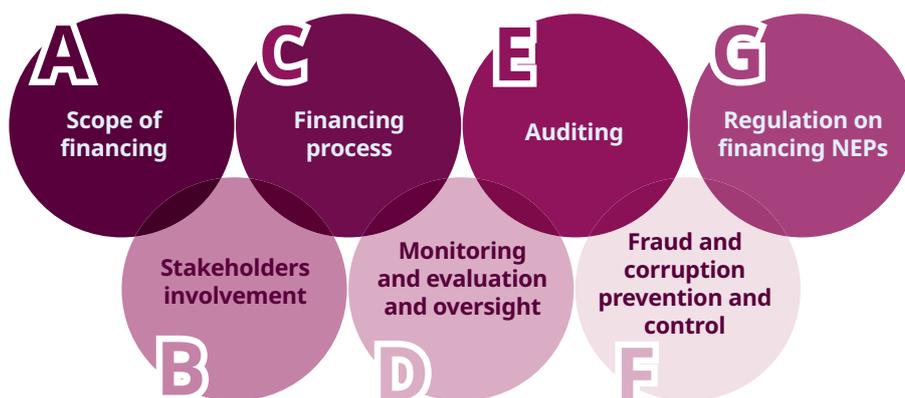
F. Transparent

The budget should be open to scrutiny by the parliament, auditors, local authorities, civil society organizations, and media. It should therefore be publicly available and regularly updated with other information on NEPs implementation. The information should include: employment budget proposals; EAP/EWP and financing plans; periodic reports progress and results of implementation; audit reports; and NEPs reviews or evaluations. The IMCC should communicate this information to all NEPs stakeholders, and involve them in decision-making.

3.3 Key issues for financing employment policy implementation

A number of key issues should be considered to establish and manage the employment budget on a sustainable and solid base (Figure 5.8). These should cover such issues as:

Figure 5.8 – Key issues for financing NEPs implementation



Source: author

A. Scope of financing

What aspects of NEPs implementation need to be financed? And who should be supported? Priority should be given to regions with low economic capabilities, to disadvantaged groups who have more difficulties to find employment, and to sectors that have high risks of mass unemployment. Employment budget will be paid to:

- ▶ *Ministries, local governments and social partners* – This will include payments for organizing activities, building staff capacities, and paying NEPs beneficiaries.
- ▶ *Institutions and contractors* – This can cover to pay for NEPs delivery costs and contracting out. The additional costs of the PES in policy delivery and information collection can be also covered: organizing activities of policy delivery, improving information technologies to better deliver employment policies and to collect information on NEPs implementation.
- ▶ *The IMCC* – For the costs to coordination and the accountability system.

Additional funds need to be set aside for emergencies such as economic shocks, sudden conflicts, disasters or social unrest, or public health emergencies which may have extensive impact on employment, and for which the approaches and methods of the NEPs have to be adapted.

Financing will not cover fixed asset investment (FAI) such as the real estate for employment agencies, or cars, etc. that are held for more than one year, and not directly linked to employment policy implementation. In some countries, the PES purchase vehicles to reach out to jobseekers and employers. The budgets for FAI of employment agencies, vocational training centres and others can be arranged separately.

B. Stakeholders involvement

Financing NEPs implementation requires stakeholders' involvement in all stages of the budget cycle and the implementation process. The ministry in charge of employment should be the key promoter of employment budget. The MoF ensures that budgetary allocations and fiscal policies are in line with the employment policy.

The participation of other stakeholders are also required and stakeholders' responsibilities need to be identified and distributed. (1) Members of Parliament instruct governments on budgetary issues. (2) Legislators put employment budgeting on a legislative basis and auditor general's offices play a lead role in auditing budget execution. (3) Line ministries and its agencies provide information and suggestions. (4) Social partners and CSOs can lobby to get employment budgeting onto the political agenda, raise awareness and mobilise citizens to demand accountability of the budget.

D. Monitoring and evaluation and oversight

This can either be an integral part of the M&E of NEPs implementation, or an independent M&E system organized by the ministry of finance in collaboration with the ministry in charge of employment. Oversight should also cover the NEPs financing. These will need to cover: (1) Whether the planned employment budget allocations have been transferred timely to line ministries, and local governments; (2) How the employment fund has supported NEPs implementation based on indicators of cost-effectiveness to compare the inputs and outputs by each activity; (3) What has been spent on each policy or programme and with what employment results; (4) Whether the NEPs deliverers and eligible recipients have been paid on time; (5) The total expenditure and the balance.

E. Employment financial auditing

The ministry of finance, the ministry in charge of employment and other NEPs stakeholders will need to be audited so that their financial records are accurate and in accordance with applicable rules, regulations and laws, including accepted accounting standards. The main external auditor for the overall budget account will be the national audit agency. The ministry of finance and the ministry in charge of employment can organize their own internal auditing. The local audit agency can also perform employment financial audit at local level.⁷⁵

F. Fraud and corruption prevention and control

From the outset, all those involved should take measures to prevent fraud and corruption or diverting the employment budget to other purposes outside the defined scope. This will involve watching over all parts of the process including: the eligibility criteria of NEPs deliverers and recipients; agreements or contract with NEPs deliverers; the process for signing on for unemployment in PES or relevant agencies; when a subordinate government and agency is applying for employment budget to their superior government and agency; and when payments are being made to private NEPs deliverers and NEPs recipients. It is recommended that countries follow a fraud and corruption prevention and control cycle:

*Prevention - Detection - Investigation -
Sanction - Correction - Improvement*

The cycle needs to involve all NEPs stakeholders, including social partners, who should have appropriate and effective mechanisms. The IMCC and line ministries should be given the inspections authority and judicial capacity to take preventive measures and action in the above process. A successful cycle will require capacity and strong cooperation between IMCC, government departments, audit and other inspection and judicial authorities.

G. Regulations on financing

To ensure sustainability, some countries define the employment budget and its financing mechanisms not just in the NEPs document, but also in law or legislation. If necessary, in collaboration with the ministry in charge of employment and other relevant stakeholders, the MoF can prepare an operating document, to outline the scope of the expenditure, the rules and methods of using and managing the employment budget, and the responsibilities of NEPs stakeholders.

4. Legislative and regulatory system

The institutional framework for national employment policies should not normally rest solely on the employment policy statement or document, nor rely on current political will. Instead, to ensure sustainability of NEPs development and implementation over the electoral cycle, it is important to enshrine the NEPs in legislation and regulation. A law is more binding than a policy and less vulnerable to political changes, including a change of ruling regime, and/or the ministries and/or staff turnover within relevant ministries.

4.1 From employment policy to employment legislation

The employment policy is a statement or a document of what a government is going to do and what it can achieve for society as a whole. These policies can then be translated into laws that in turn lead to regulations which set the standards, principles, and procedures that must be followed. Policies change, but the law remains, or changes at a much slower pace.

⁷⁵ The example of Argentina can be found at: https://www.ilo.org/employment/Whatwedo/Publications/working-papers/WCMS_250994/lang-en/index.htm

Legislation can, for example, define the responsibilities, rights and obligations of each NEPs stakeholder, as well as the roles of public and private deliverers, non-government organizations, and civil society. The legislation can cover the NEPs institutional set-up, including social dialogue and tripartite processes, inter-institutional coordination structures, pro-employment budgeting, and accountability.

Legislation is followed up with regulations which detail how the laws should be interpreted, and how they will be implemented, with regulatory control of activities such as NEPs delivery, public and private employment services, and vocational education and training. Regulations can be changed more easily than laws, and create the necessary flexibility in a changing environment. In some countries, regulations require only the approval of the head of a ministry or department.

4.2 Creating a legislative and regulatory system

A number of countries have showed how these policies have been gradually improved, scaled up and finally upgraded to legislation. The system may consist of an umbrella employment promotion law complemented with other legislation, for example concerning an employment fund or insurance, employment services, vocational training, equality in employment, irregular work such as dispatched, part-time or contract workers, and migrant workers. Other legislation may cover the protection or rights of specific vulnerable groups such as women, youth, or disabled people.

Table 5.5 gives country examples of employment promotion laws adopted in some countries, along with relevant institutional set-ups. As examples, the contents of employment promotion law of Viet Nam and the Republic of Korea are given in Annex 3 and 4.

Table 5.5 – Countries with employment promotion laws

Country	Legislation	Year adopted on
Armenia	Law on Employment	2013
Azerbaijan	Law on Employment	2001
Brazil	Federal Constitution	1988
China	Employment Promotion Law	2007
Estonia	Law on Youth Employment	2010
Germany	Employment Promotion Act	1982
Kenya	National Employment Authority Act	2016
Mongolia	Employment Promotion Law	2011
New Zealand	Employment Promotion Act	1936
Poland	Act on Employment Promotion and Labour Market Institutions	2004
Republic of Bulgaria	Employment Promotion Act	2002
Republic of Korea	Framework Act on Employment Policy	1994
Russian Federation	Law on Population Employment	2013
Tajikistan	Law on Employment Promotion	2003
Turkmenistan	Law on Population Employment	2016
Uganda	Employment Regulations	2011
Viet Nam	Employment Promotion Law	2013

Source: https://www.ilo.org/dyn/natlex/natlex4.byCountry?p_lang=en

On the other hand, in other countries, as in the Caribbean, policies themselves may become laws without separate legislation, which is another way of sustaining national employment policies.

4.3 Stages of making employment promotion laws

Generally, legislation and regulation take place after several years of successful employment policies and institutions, and lessons learned. In some cases, however, countries have started with legislation and regulations that stipulate employment policies and institutional arrangements.

In countries with parliamentary systems, the lead in drafting the employment promotion laws can be taken by the ministry in charge of employment, together with other line ministries, supported by the IMCC and the social partners. There are likely to be a number of stages.

- A. *Proposing an employment promotion law* – After some years of NEPs implementation, the ministries, in consultation with social partners, propose a law which can be considered at an inter-ministerial coordination meeting.
- B. *Drafting legislation* – The IMCC or the ministry in charge of employment drafts a detailed law plan for comment. The statement of intent often forms the basis of legislation. The proposed law can be debated by national and local parliaments, with opportunities for public participation.
- C. *Finalizing the law* – Guided by legislative offices of the government and parliament, the ministry in charge of employment in collaboration with related ministries and social partners finalize the law.
- D. *Passing the law* – The draft law (bill) is reviewed and revised by the relevant cabinet committee and government legal advisors, the national assembly and the relevant portfolio committee. The bill will also go to the provincial or regional parliaments for consideration. Once both houses of parliament have agreed to a final version of the bill, it is signed by the president and becomes an act or law.

- E. *Making subordinate legislation* – If necessary, national and provincial/regional legislatures and local authorities can pass subordinate legislation that elaborates on the original law. A provincial legislature can also make its own employment promotion laws if that is enabled in the constitution.

When it comes to regulations, the procedure and stages may differ between countries. Some may choose for example, to make the regulations first. For example, the MoF and ministry in charge of employment together may make regulations on pro-employment budgeting

4.4 Facilitating the ratification of international labour standards on employment

In drafting employment legislation, governments will be guided by International labour standards (ILS) adopted by the tripartite constituents at the International Labour Conference (ILC). The ILS are either conventions which are legally binding international treaties that ILO member States ratify, or recommendations, which serve as non-binding guidelines. In many cases, the basic principles are established in a convention, which are supplemented by related recommendations that provide detailed guidelines on how it could be applied.⁷⁶ Ratification of the ILS will facilitate the employment legislation and the implementation of the NEPs.

For employment policies, the most important ILS is the Employment Policy Convention, 1964 (No. 122) which sets out the goal of full, productive and freely chosen employment. See Annex 5. In addition, there are a number of ILO declarations which reaffirm the importance that ILO constituents attach to certain principles and values. Although declarations are not subject to ratification, they are intended to have wide application and contain symbolic and political undertakings by the member States.⁷⁷ One of the most recent, adopted in 2019 at the 108th Session of the ILC, is the ILO Centenary Declaration for the Future of Work. This provides member States with direction and overall guidance on national employment policies as well as employment legislation.

⁷⁶ <https://www.ilo.org/global/standards/lang-en/index.htm>

⁷⁷ https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/jur/legal-instruments/WCMS_428589/lang-en/index.htm

► Annexes

Annex 1 Useful NEPs questions informed by labour market information

Users of LMI	General questions	Specific data/ information(examples)
Jobseekers	<p>What employment policies can meet the needs of different categories of jobseekers? How to use these policies?</p> <p>Do they know about employment policies? Which ones?</p>	<p>The number of jobseekers who find employment through employment policies, by category of jobseeker.</p> <p>The proportion of jobseekers who benefit employment policies but can't find jobs and why.</p> <p>How different types of jobseekers are covered by NEPs and have equal access to NEPs, with any special arrangements made for them.</p> <p>What employment policies are most helpful in finding jobs? What employment policies are not helpful? Why?</p> <p>How can the NEPs and the implementation methods be improved to better address jobseekers' needs?</p> <p>Questions on the quality of jobs found.</p>
Employers	<p>Whether the employment policies can help employers recruit workers, and facilitate to create and sustain more jobs?</p>	<p>The number of employers who benefited from the implementation of the NEPs and the proportion who absorbed workers. Is this as expected?</p> <p>Which NEPs deliverers are employers interested in? Which ones not? Why?</p> <p>What employment policies are most helpful in job creation? What employment policies are not helpful? Why?</p> <p>How can the NEPs and the implementation methods be improved to better address employers' needs?</p> <p>What are the anticipated labour demands as well as potential mass layoffs?</p> <p>Questions on the quality of jobs created.</p>
NEPs deliverers including PES, PrES, and other governmental and non-governmental agencies	<p>How can the employment policies be delivered more effectively? What is their level of performance with respect to other similar deliverers?</p>	<p>How many NEPs deliverers are there?</p> <p>What is the cost to deliver the NEPs per beneficiary?</p> <p>How effectively is the NEPs delivery coordinated between different deliverers?</p> <p>What are the successes and failures of the NEPs and its implementation in the view of those at the front line?</p> <p>What are the trends of labour supply and demand in future?</p>

National and local governments and ministries and other entities of policymaking.	What is the extent to which employment goals and targets are being achieved? Are institutions meeting their obligations in respect of responsibilities and budgets? Do NEPs stakeholders need a new policy direction?	<p>What are the progress and results of NEPs implementation?</p> <p>How to assess the effectiveness and efficiency of NEPs implementation as a whole, and between beneficiaries, and provinces/regions?</p> <p>What are the trends in social, economic and environmental development, in particular in the Future of Work and the COVID-19? And its impact on NEP?</p> <p>How efficiently does the IMCC function and how to improve it?</p> <p>What are the favourable conditions and disadvantages to improve NEPs and its implementation?</p>
Social partners	Whether the NEPs formulation and implementation are based on tripartite consultation and social dialogue?	<p>How and to what extent are social partners involved in the NEPs process?</p> <p>How do workers and employers reflect on the NEPs implementation?</p> <p>How effectively and efficiently is the NEPs implemented?</p> <p>How to improve and adjust the NEPs and its implementation.</p>
Education and vocational training institutions	What are the trends in the skills markets? To what extent do employment policies address their employment challenges?	<p>How many graduates/trainees are expected to enter labour market in the future? And what are the structures of the graduates/trainees? by gender, age, etc.</p> <p>What sort of jobs do the graduates/trainees get and how long does the NEPs take them to find a job?</p>
Organizations for women, youth, disabled, veterans, aboriginals, etc.	Are inclusion and gender equality integrated in the NEPs process, and do employment policies meet the needs of youth and other target groups.	<p>The number of target groups who benefited from NEPs and find jobs.</p> <p>What specific challenges do these groups have in terms of employment policies and implementation?</p> <p>Are the organizations of these groups involved in the NEPs process? And how?</p>
Researchers including economists, academic institutions and development partners.	How can employment policies address labour market challenges and how can the present employment policies be improved?	<p>Is the LMIS able to anticipate future needs of different stakeholders?</p> <p>What are the NEPs implications of the Future of Work including technology, transition to a sustainable environment and demographic change? And of the COVID-19 crisis?</p> <p>What are the new directions and priorities of NEPs development based on monitoring and evaluation?</p>
Civil society organizations	Are the employment policies good enough to resolve the unemployment challenges?	<p>What is the reputation of the NEPs in civil society?</p> <p>What measures should be taken to promote NEPs advocacy and communication?</p> <p>Possible contribution of CSOs to NEPs.</p>

Source: author

Annex 2

Country examples of financing employment policy

Country	Name of the Fund	Creation	Aims	Sources	Supervision
Argentina	The National Employment Fund	1991	Unemployment benefits and wage supplement. Employment policy implementation.	Government overall budget	National Social Security Administration. Ministry of Labour, Employment and Social Security
Australia	Employment Fund - General Account	2015	A flexible pool of funds available to all active providers to offer support tailored to the needs of participants, employers and the local labour market.	Government	Department of Jobs and Small Business
Brazil	The Workers' Support Fund	1990	Unemployment benefits. employment policy. industrial and infrastructure policies.	Contributions by companies.	The Workers' Support Fund Council
Burkina Faso	1.The Youth Initiatives Support Fund	Since late 1990s	A training programme in entrepreneurship	National financing fund	An inter-ministerial technical group on employment-focused public expenditure reviews and medium term expenditure framework.
	2.The Informal Sector Support Fund		To promote access by informal sector operators to credit.		
	3.The Employment Promotion Fund		To finance the small job-creating enterprises in some sectors.		
Cameroon	National Employment Fund	1990	Employment programmes	Government regular budget	The Ministry of Labour and vocational training
China	The Employment Fund	2003	To implement national pro-active employment policies	Government overall budget. Unemployment Insurance Fund.	The Ministry of Finance and the Ministry of Human Resources and Social Security.
European Union	The European Social Fund (ESF) ⁷⁸	1957	To support job creation in the EU and improve the quality of jobs and the inclusiveness of the labour market in member states.	Around 10 per cent of the EU's total budget.	Managed through seven-year programming cycles.
Jordan	The Development and Employment Fund	1989	To enable poor, low-income or unemployed individuals, families and groups to establish their own projects for job creation.	Government budget.	A Board of Directors led by the Prime Minister and a membership of seven ministers

78 The ESF is Europe's primary instrument for supporting jobs, which is a regional mechanism, i.e. different from all other cases. There are other EU institutions and initiatives which contribute to employment objectives at <https://ec.europa.eu/esf/main.jsp?catId=34&langId=en>, and the financial support to the EU Youth Guarantee at <https://ec.europa.eu/social/main.jsp?catId=1099&langId=en>

Republic of Korea	Employment Insurance Fund	1995	Unemployment benefit, employment stabilization and skills development. Childcare and Maternity Leave benefits.	Contributions by employers and workers	The Ministry of Employment and Labour
	Regular employment budget		Employment programmes for the uninsured through employment Insurance	Government regular budget	
Luxembourg	Employment Fund	1976	Unemployment benefit, employment subsidies, wage subsidies, etc.	A mixed system of financing based on employers' contributions and general taxation	The Ministry of Labour
Mongolia	Employment Promotion Fund	2011	Finance employment promotion activities.	Government budget. Employers' payments for hiring foreign workers and not hiring disabled persons; international loans and donations. etc.	The Cabinet in charge of labour matters, the National labour council.
Nepal	Employment Fund	2008		The Swiss Agency for Development and Cooperation, UK Aid and the World Bank	The Secretariat of the fund operated by the Swiss development organization.
South Africa	Overall budget; Job Fund, Unemployment Insurance Fund, etc.	2011-2015	A range of job creation initiatives; innovative projects. skills development. ALMPs.	Government	Various departments
	Employment Creation Fund		Promote job creation.	EU, UK.	Donor organizations and government
	Business Fund, Job Creation Fund		Support employment creation in agricultural sector, labour fund.	Social partners	Social partners
Viet Nam	National Employment Fund	2013	Support employment creation and maintain and expand employment.	State budget; supporting sources of domestic and foreign organizations and individuals.	The Ministry of Labour, War Invalids and Social Affairs

Source:

(1) Employment policy implementation mechanisms across countries. Employment Research Brief, ILO, 2017. (2) Guide for the formulation of national employment policies. ILO, 2012.

(3) <https://www.helvetas.org/en/switzerland/what-we-do>.

(4) <https://jordan.gov.jo/wps/portal/Home/GovernmentEntities>.

(5) <https://www.eurofound.europa.eu/efemiredictionary/employment-fund>.

(6) <https://docs.jobs.gov.au/documents/employment-fund-general-account-guideline>.

Annex 3

Employment promotion law of Viet Nam, 2013

Chapter 1

General provisions

Article 1. Scope of regulation

Article 2. Subjects of application

Article 3. Interpretation of terms

Article 4. Principles of employment

Article 5. State policies on employment

Article 6. Contents of the state management of employment

Article 7. Competence to perform the state management of employment

Article 8. Responsibilities of agencies, organizations and individuals for employment

Article 9. Committing discriminatory acts in employment and occupations.

Chapter 2

Employment creation support policies

Section 1. Credit incentives for employment creation

Article 10. Credit incentives for employment creation

Article 11. The national employment fund

Article 12. Borrowers of loans from the national employment fund

Article 13. Conditions for loan borrowing

Article 14. Provision of preferential loans from other credit sources to support employment creation

Section 2. Policies to support employment change for workers in rural areas

Article 15. Support for occupation or employment change for workers in rural areas

Article 16. Vocational training support for workers in rural areas

Article 17. Support for small land

Section 3. Public employment policies

Article 18. Contents of public employment policies

Article 19. Participants in public employment policies

Section 4. Other support policies

Article 20. Support for guest workers

Article 21. Employment creation support for young people

Article 22. Support for labour market development

Chapter 3

Labor market information

Article 23. Contents of labour market information

Article 24. Management of labour market information

Article 25. Collection, archive and synthesis of labour market information

Article 26. Provision of labour market information

Article 27. Analysis, forecast and dissemination of labour market information

Article 28. Safety assurance, confidentiality and archive of labour market information

Chapter 4

Assessment and grant of certificates of national occupational skills

article 29. Purposes of assessment and grant of certificates of national occupational skills

Article 30. Principles and contents of assessment of national occupational skills

Article 31. Occupational skills assessment organizations

Article 32. Development and publicization of national occupational skills standards

Article 33. Certificates of national occupational skills

Article 34. Rights and responsibilities of workers participating in the assessment and grant of certificates of national occupational skills

Article 35. Jobs requiring certificates of national occupational skills

Chapter 5

Employment service organizations and activities

Article 36. Employment services

Article 37. Employment service centres

Article 38. Tasks of employment service centres

Article 39. Employment service enterprises

Article 40. Activities of employment service enterprises

Chapter 6

Unemployment insurance

Section 1. Principles, participants and benefits of unemployment insurance

Article 41. Principles of unemployment insurance

Article 42. Unemployment insurance benefits

Article 43. Compulsory participants in unemployment insurance

Article 44. Participation in unemployment insurance

Article 45. Period of payment of unemployment insurance premiums

Article 46. Receipt of unemployment allowance

Section 2. Support for training and retraining to improve occupational skills qualifications for job maintenance for workers

Article 47. Support conditions, time and levels

Article 48. Responsibility for training and retraining to improve occupational skills qualifications

Section 3. Unemployment allowance

Article 49. Conditions for unemployment allowance receipt

Article 50. Levels, duration and time of receipt of unemployment allowance

Article 51. Health insurance

Article 52. Notification of job seeking

Article 53. Suspension, resumption and termination of unemployment allowance receipt

Section 4. Support for job counseling, recommendation and training

Article 54. Job counselling and recommendation

Article 55. Conditions for vocational training support

Article 56. Duration and levels of vocational training support

Section 5. The unemployment insurance fund

Article 57. Levels of contribution to, sources and use of, the unemployment insurance fund

Article 58. Wages on which unemployment insurance premiums are based

Article 59. Management of the unemployment insurance fund

Chapter vii implementation provisions

Article 60. Transitional provisions

Article 61. Effect

Article 62. Implementation detailing and guidance

Source: https://www.ilo.org/dyn/natlex/natlex4.Bycountry?P_lang=en

Annex 4

Framework act on employment policy of the republic of korea, 1994

Chapter 1

General provisions

- Article 1 (purpose)
- Article 2 (definition)
- Article 3 (basic principles)
- Article 4 (relations to other acts)
- Article 5 (responsibilities and duties of workers, business owners, etc.)
- Article 6 (policies of state and local governments)
- Article 7 (guarantee of equal employment opportunity)

Chapter 2

Establishment and implementation system of employment policy

- Article 8 (establishment and implementation of basic plans on employment policies)
- Article 9 (formulation and implementation of basic plans for local employment policies)
 - Article 9-2 (formulation etc. Of measures to create local jobs)
- Article 10 (the employment policy deliberative council)
- Article 11 (establishment, etc. Of employment security offices)
- Article 12 (support, etc. For provision of employment services by private sector)
- Article 13 (evaluation of effects on employment)
 - Article 13-2 (promoting efficiency in implementing government-funded employment programs)
 - Article 13-3 (establishment, operation, etc. Of integrated information network for government-funded employment programs)
 - Article 13-4 (protection of personal information)
- Article 14 (international cooperation)

Chapter 3

Collection and provision of employment information, etc.

- Article 15 (Collection and Provision of Employment and Vocational Information)
 - Article 15-2 (Notification of Status of Employment Type)
- Article 16 (Preparation of Data on Supply and Demand Trends, etc. of Human Resources)
- Article 17 (Preparation, Distribution, etc. of Statistics related to Employment)
- Article 18 (Establishment of the Korea Employment Information Service)
 - Article 18-2 (Establishment, etc. of the Korea Job World)

Chapter 4

Development of vocational abilities

- Article 19 (Policies on Development of Vocational Abilities)
- Article 20 (Support for Development of Vocational Abilities)
- Article 21 (Training of Technical and Skilled Human Resources)
- Article 22 (Establishment of Vocational Ability Evaluation System)

Chapter 5

Support for promotion of employment of workers and securing of human resources by business owners

Article 23 (Support for Job Seekers and Job Offerers)

Article 24 (Vocational Guidance for Students, etc.)

Article 25 (Support for Promotion of Employment of Youths, Women, Aged, etc.)

Article 26 (Support for Promotion of Employment of Vulnerable Class in Employment)

Article 27 (Support for Employment Stability of Daily Workers, etc.)

Article 28 (Creation of Social Service Jobs and Cultivation of Social Enterprises)

Article 29 (Support to Enterprises for Creation, etc. of Employment)

Article 30 (Establishment and Implementation of Human Resources Maintenance Support Plan for Small and Medium Enterprises)

Article 31 (Introduction of Foreign Workers)

Chapter 6

Support for employment adjustments and employment stability measures

Article 32 (Support, etc. for Adjustments in Employment by Occupational Categories or Regions)

Article 32-2 (Declaration, Support, etc. of Employment Disaster Area)

Article 33 (Reports, etc. on Large-Scale Changes in Employment)

Article 34 (Unemployment Relief Programs)

Article 35 (Creation of Funds for Unemployment Relief Programs)

Article 36 (Borrowing of Funds)

Article 37 (Cooperation of Related Agencies)

Chapter 7

Supplementary provisions

Article 38 (Reporting and Inspections)

Article 39 (Entrustment of Powers)

Article 40 (Delegation)

Article 41 (Penalty Provisions)

Article 42 (Administrative Fines)

Source:

https://www.ilo.org/dyn/natlex/natlex4.byCountry?p_lang=en

Annex 5

Relevant international labour standards on employment policy and promotion

Declaration of International Labour Organization

1. ILO Declaration concerning the aims and purposes of the ILO (Declaration of Philadelphia)(1944)
2. ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up, 1998
3. ILO Declaration on Social Justice for a Fair Globalization, 2008
4. ILO Centenary Declaration for the Future of Work, 2019

Governance Convention on employment policy (and related Recommendations)

1. C122 - Employment Policy Convention, 1964 (No. 122)
2. R122 - Employment Policy Recommendation, 1964 (No. 122)
3. R169 - Employment Policy (Supplementary Provisions) Recommendation, 1984 (No. 169)

Other instruments on employment policy and promotion

1. C159 - Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159)
2. R168 - Vocational Rehabilitation and Employment (Disabled Persons) Recommendation, 1983 (No. 168)
3. R099 - Vocational Rehabilitation (Disabled) Recommendation, 1955 (No. 99)
4. C181 - Private Employment Agencies Convention, 1997 (No. 181)

5. R188 - Private Employment Agencies Recommendation, 1997 (No. 188)
6. R189 - Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189)
7. R193 - Promotion of Cooperatives Recommendation, 2002 (No. 193)
8. R198 - Employment Relationship Recommendation, 2006 (No. 198)
9. R204 - Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204)
10. R205 - Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)

Instruments with interim status

1. C002 - Unemployment Convention, 1919 (No. 2)
2. C088 - Employment Service Convention, 1948 (No. 88)
3. R083 - Employment Service Recommendation, 1948 (No. 83)
4. C096 - Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96)

Source:

https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12030:0::NO::#Employment_policy_and_promotion

► Conclusion

The Guidelines for implementation of national employment policies suggests a basic framework with the core elements of NEPs implementation. It points to the importance of ensuring political will, effective coordination and accountability, and a strong support system – which will vary according to each country’s economic, social, administrative and cultural environment.

Employment needs to be a shared concern beyond the ministry in charge of employment. In reality it is still not the case. The Guidelines suggests an inter-institutional coordination structure, IMCC, to bring line ministries, in particular the ministry of finance, ministries of economic development and planning, and central banks on board in the NEPs process. The purpose of the IMCC is to go beyond the participation of these institutions, and ensure their buy-in and that they endorse their role as key NEPs implementers. This is why the Guidelines also suggests the accountability framework which is key for this purpose.

National employment policies should be feasible within a country’s existing capacity. The Guidelines also suggests how to strengthen implementation capacity to implement the NEPs. This means that the institutions and capacity are not a pre-requisite for NEPs implementation, rather, in many countries this will mean taking steps to establish or improve the institutions, such as delivery system, labour market information system, and employment budgeting, etc.

Meanwhile, governments will want the NEPs to produce the desire employment results. It is important to set the NEPs within national development frameworks, and adapt it to changes in labour markets related to the future of work, and the human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient. For this purpose, a forward-looking approach and vision is suggested to governments and NEPs stakeholders. They should involve:

- Integrating employment into the economic, social and environmental development agenda, and promoting

the achievement of the SDGs and high-quality sustainable development.

- Accelerating the implementation of the ILO Centenary Declaration for the Future of Work 2019.
- Achieving a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient, with an adaptive framework for policy formulation and implementation.
- Promoting employment-related international labour standards.
- Promoting inclusion, and integrating gender equality and other cross-cutting objectives.
- Strengthening the tripartite structure and social dialogue.

The Guidelines can only address parts of the picture of NEPs implementation. They need to be complemented with, and improved by, country practices and knowledge development – in particular through the institutional arrangements, information system, employment budgeting, and the accountability framework including M&E, RBM, oversight mechanisms, and other methodologies and tools for NEPs implementation. These guidelines will also need to be continuously renewed and updated to address the future of work challenges and emerging employment crises.

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