

**PEER REVIEW OF PES APPROACHES FOR
SUSTAINABLE ACTIVATION OF LOW-
SKILLED ADULTS AND YOUTH: WORK-
FIRST OR TRAIN FIRST?**

Vilnius 6-7 June 2013

Sue Leigh-Doyle

Leigh-Doyle & Associates, Dublin

www.sue@leigh-doyle.com

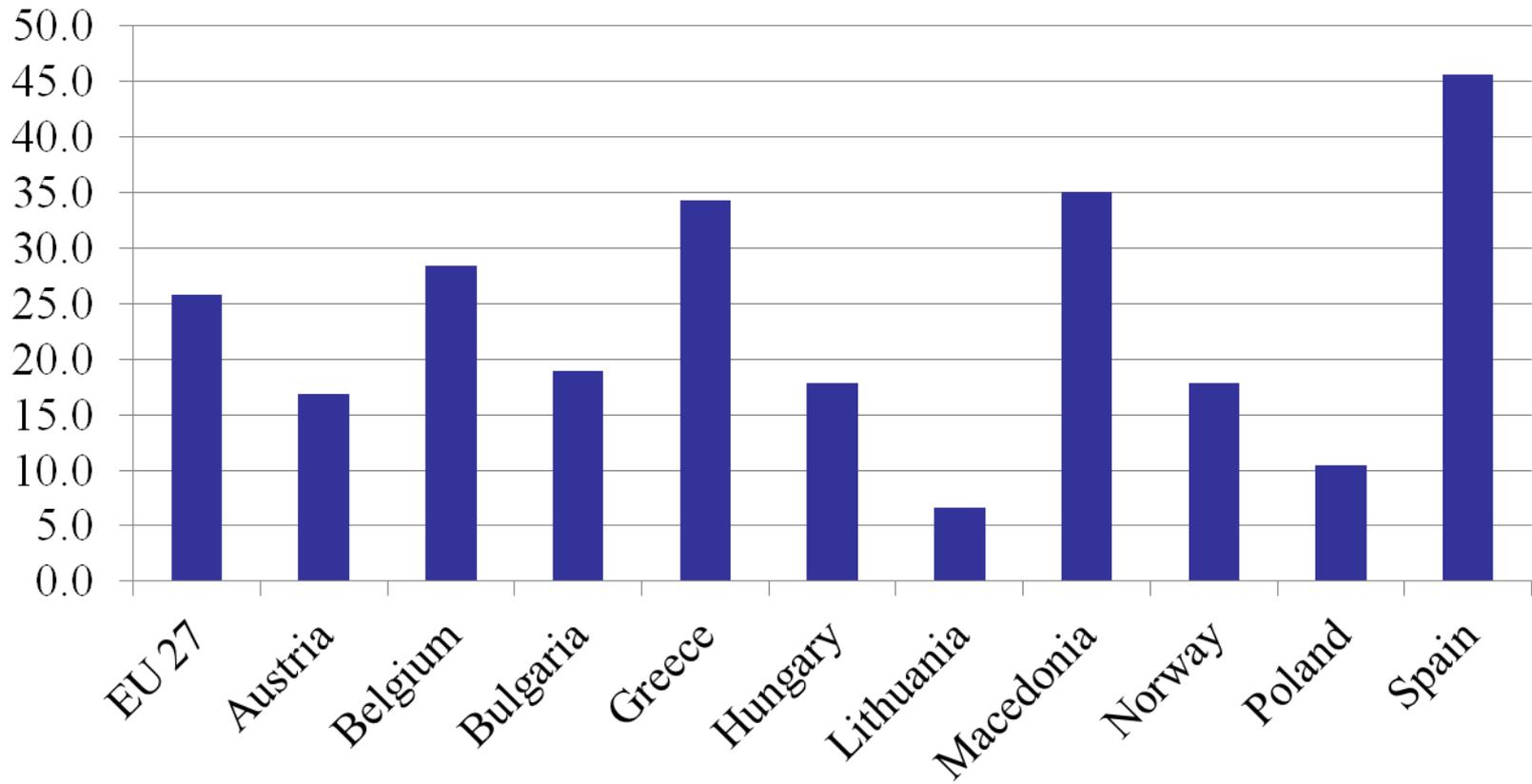
Background and Context

- **Peer review builds on:**
 - Analytical Paper – PES approaches for activation of low-skilled adults and youth (2103)
 - Analytical Paper - PES role in youth integration (2011)
 - PES Objectives - 2020 Strategy Output Paper (2013)
- **Low-skilled in labour market**
- **Activation strategies - need for further evidence of ‘what works ’ – research and practice**
- **Peer review guiding questions**

Low-skilled in the labour market

- High incidence of low-educational qualifications
- Falling demand for low-skilled workers
- Low-skilled:
 - have considerable lower levels of employment
 - are disadvantaged in respect of unemployment prospects, regaining employment and experiencing long-term unemployment
 - higher risk of social exclusion
 - youth particularly impacted by economic recession
 - temporary and part-time work

Figure 1. % of Persons aged 25 to 64 years with lower education attainment



Activation of low-skilled: conclusions from literature

- Work-first most suitable for those who are job-ready, primarily adults with previous work-experience; can be suitable for some young people if combined with additional supports
- Train-first (second-chance education, VET) principal and effective option for young low-skilled and can have effective outcomes;
 - Skills training also an option for low-skilled adults redundant from traditional sectors and occupations
- Merging of activation approaches and instruments
- Common focus early intervention; mutual obligations, monitoring and sanctions

Dominant activation approaches

Country	Combined WF +TF		Work-First		Train-First	
	Adults	Youth	Adults	Youth	Adults	Youth
Austria						
Belg. LF						
Belg. Vdab						
Bulgaria						
Greece						
Hungary						
Lithuania						
Macedonia						
Norway						
Poland						
Spain						

Work-first: adults and youth (1)

Key PES services: Vocational guidance (JSA, profiling, IAPs, counselling), referrals.

Key PES measures:

Job-seekers: Work-placements, internships, public works, self-employment supports

Employers: Subsidies, guidance, follow-up supports

PES delivery: In-house and outsourcing to specialist providers

Work-first: adults and youth (2)

Good practice

- On-the job training within job-placement; and accrediting learning
- Training within public-works programmes
- Supports for further adult learning –literacy, numeracy, ICT, languages
- Designated PES staff liaison with employers
- Targeted wage subsidies –higher subsidy for low-skilled disadvantaged
- More intensive guidance/counselling and supports for hard-to-place, and use of specialist providers
- Placements in third sector organisations for more disadvantaged
- Monitoring and follow-up to support retention

Train-first: adults and youth(1)

Training types

Adults: Job-search skills training; initial training – VET and up-skilling (in-company or centre); in-company customised training

Youth: 2nd chance education; foundation, bridging, VET, apprenticeships/traineeships

PES services/roles: Referrals to training; tendering to training providers; agreement on customised training with employer; training allowances, vouchers and other supports to trainee; training subsidies and support to employers

Train-first: adults and youth (2)

Good practice

Adults : Specific skills training (structured on-the job or conversion courses) shorter duration; linked to qualification/certification/APL

Youth: Dual training; longer duration; in-company training;

Additional supports: Further education re. digital literacy, language; training allowances

PES Delivery: Local flexibility/tailormade with companies; use of specialist providers for youth; training allowances and supports for childcare, transport, insurance etc.; subsidy and support to employers; assure certification.

Conclusions

- Challenges in activation of low-skilled
- Youth a priority: activation guarantee, early intervention
- Merging of elements of work-first and train-first approaches beneficial for both adults and young people
- Personalised guidance services (JSA) critical component of PES activation tool-kit for all low-skilled
- Low-skilled youth need more holistic approach: case-management, intensive counselling, training and work-experience, monitoring and follow-up.
- Incentivised work-experience and in-work training most effective measures for adults; dual training approach effective for youth
- Partnership essential to improve outcomes: with education and training providers, social partners and wider range of stakeholders