



YouMatch

Global Initiative on Innovative
Employment Services for Youth

Multi-Stakeholder Dialogue and Cooperation Approaches
for Employment Services

Key characteristics and selected case studies from Africa, MENA region and Europe Case Compilation



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ABBREVIATIONS

4IR	4th Industrial revolution
AUC	African Union Commission
AUDA-NEPAD	African Union Development Agency
BMZ	German Federal Ministry for Economic Cooperation and Development
CBO	Community-based organisations
CDM	Cité des Métiers
CESTRAR	Workers' trade union confederation
COP	Community of Practice
EAC	East African Community
ECAM	Employers Consultative Association of Malawi (ECAM)
EPP	Employment Promotion Programme
ETF	European Training Foundation
ILO	International Labour Organisation
MCCCI	Malawi Confederation of Chambers of Commerce and Industry
MENA	Middle East and North Africa
MIFOTRA	Ministry of Public Service and Labour
MINEDUC	Ministry of Education
MINICOM	Ministry of Trade and industry
MOL	Ministry of Labour

MSD	Multi-Stakeholder Dialogue and Cooperation approaches
MYCULTURE	Ministry of Youth and Culture
NEP	National Employment Council
NGO	Non-governmental organisations
NIRDA	National Industrial Research and Development Agency
NPO	Non-profit organisations
NRS	National Rehabilitation Service
PES	Public Employment Services
PPSDF	Public-Private Sector Skills Development Forum
RDB	Rwanda Development Board
RP	Rwanda Polytechnic
RSB	Rwanda Standard Board
TEP	Territorial Employment Pact
TEVET	Technical, entrepreneurial and vocational education and training
TEVETA	Technical Entrepreneurial Vocational Education Training Authority
UfMS	Union for the Mediterranean Secretariat
WAPES	World Association of Public Employment Services
WDA	Workforce Development Authority

1. YouMatch – Global Initiative on innovative Employment Services for Youth

YouMatch, the Global Initiative on innovative Employment Services for Youth, financed by the German Federal Ministry for Economic Cooperation and Development (BMZ) and implemented by GIZ, is focusing on improving **employment services through multi-stakeholder interregional dialogue**. The YouMatch initiative is implemented in partnership with the African Union Commission (AUC), the African Union Development Agency (AUDA-NEPAD), the Union for the Mediterranean Secretariat (UfMS) and the World Association of Public Employment Services (WAPES). YouMatch further collaborates with organisations such as the European Training Foundation (ETF) and the ILO. YouMatch intensively cooperates with WAPES’ network partners as well as with relevant regional and bilateral German development cooperation projects in member countries.

The YouMatch network brings together around 100 employment service practitioners from 25 African and MENA countries within **six interregional Communities of Practice (CoPs)**. Endorsing a multi-stakeholder approach, the network is constituted of representatives from over **70 public, private and civil society organisations**. As practitioners in the field of employment services, they exchange experiences, share knowledge and expertise, provide feedback, discuss and interact with their fellow CoP members and benefit from tailor-made capacity development measures such as exchanges with international experts, study tours, focused trainings, webinars or peer-to-peer counselling.

2. YouMatch Communities of Practice on Multi-Stakeholder Employment Dialogue and Career Guidance

The **YouMatch CoPs 2 and 5** jointly work on the topics of “Multi-Stakeholder Employment Dialogue at Regional and Local Level for the Development of Employment Services for Youth” and on “Career Guidance”. The CoP currently consists of **28 members**, which represent institutions from 11 countries in Africa and the MENA region (Ethiopia, Jordan, Kenya, Malawi, Namibia, Nigeria, Palestine, Rwanda, South Africa, Tanzania, Uganda). The CoPs are moderated by two trained facilitators, who coordinate the overall logistics of the CoP meetings and moderate the different (online and face-to-face) exchange formats to implement the CoP’s Action Plan. **The CoPs’ Action Plan** consists of the following three intervention areas:

- 1) Learning about **international best practices** on setting-up effective multi-stakeholder cooperation and career guidance approaches for employment services,
- 2) Understanding the context of multi-stakeholder cooperation and career guidance structures in represented CoP member countries – **Country to Country Exchange**, and
- 3) Developing **Guidelines** on how to successfully build-up and manage multi-stakeholder cooperation structures in the field of employment services, including career guidance.

3. Scope and objective of MSD Paper

In the framework of a survey (October 2020) on the scope of the planned guidelines foreseen in the CoP's Action Plan, the CoP members expressed their wish that those guidelines **would rather have a more practical focus** on how to implement selected approaches and offer a comparative insight into different examples and their respective benefits and challenges. The survey furthermore confirmed that examples for Multi-Stakeholder Dialogues (MSD) should include **both examples from Europe as well as from the CoP regions** (Africa and the MENA region), largely based on a virtual study tour of the two CoPs in November 2020. **Priority topics for the MSD paper** highlighted in the survey included **career guidance, start-up support as well as job matching and placement services**.

Hence, the **present document outlines key characteristics** for the design, initiation and implementation of multi-stakeholder dialogue and cooperation approaches for employment services, and **summarises a number of case studies** from Africa, the MENA region as well as from Europe. For those planning a MSD or looking for diverse examples, the different case studies provide inspiration in the form of **detailed and practice-oriented insights** into the composition and scope of the different dialogue and partnership models, and moreover **outline critical challenges as well as benefits** of the various models. In addition, in line with the practice-oriented scope of the document, **selected supportive guidelines and tools** are compiled to ease implementation of the various steps of building partnerships and provide hands-on instructions (see Annex 1 "Supportive tools").

4. Definition of Multi-Stakeholder Dialogue and Cooperation Approaches

Within the context of the YouMatch CoPs, Multi-Stakeholder Dialogue and Cooperation approaches (MSD) are understood as **multilateral partnerships**, both **formalised and non-formalised**, between a **variety of actors** from public authorities, civil society and private sector at **national, regional and/or local level**, aiming at enhancing the employment situation of specific target groups through **joint and/or coordinated measures**.

They are generally characterised by a certain **complexity** with regard to solving multi-dimensional problems, a certain level of **intensity** of the relationship (close relationship), by a **non-competitive** nature of the cooperation, and a non-hierarchical form (**'all partners are equal'**).

5. Benefits and added values of MSD

MSD serve a variety of different purposes, including:^{*}

- Improvement of **efficiency** of employment promotion measures,
- **Avoiding duplication** of efforts by improved coordination,
- Promoting the use of **complementary approaches or resources** in a coordinated and synergetic way,
- **Addressing real needs**, jointly identified through shared quantitative and qualitative data and information,
- Achieving **economies of scale and increasing effectiveness** of actions,
- Improve measures through a **multi-dimensional** (involving a variety of actors and perspectives) and **multi-level** (involving different levels of society in terms of local, regional and national) approach,
- **Allowing for innovation** in employment promotion measures, by overcoming institutional barriers and opening up new perspectives,
- Broadening outreach and enabling **wider, large-scale results**, by pooling resources and enhancing visibility,
- **Bridging gaps** in support measures and implementation that no one single organisation could fill.

6. Advocacy approaches to promote MSD towards decision makers

Building new partnerships across institutional borders that are at times characterised by a certain level of mistrust might be a **challenging task**. Moreover, specifically if additional resources are involved to conceptualise and implement dialogue and cooperation approaches, it can be difficult to **convince and gain all relevant actors** to participate, and later on to take up recommendations and/or joint action.

To ensure early and sustainable buy-in of key decision makers, a number of **tools and approaches can be considered**, which can be accessed through the **material in the annex**.

1) At a starting point, it needs to be identified who are the **core stakeholders** with high political/societal power at the specific level (national – regional – local) and related to the specific subject/ target group for employment promotion. This includes **politicians**, government officials and public servants, but could also expand to **private sector leaders** as well as other **mediators** that influence public and private decision making, such as journalists and the media, development agencies and large NGOs. The identification of the most relevant actors to be addressed might require a certain level of **stakeholder mapping** (identifying “influencers” in different spheres”) or equivalent exercises.

^{*} Source: European Commission (2013), Successful partnerships in delivering Public Employment Services, Brussels, Author: Anette Scopetta

- 2) Once those change agents have been identified, and core elements of the planned MSD project are clarified (e.g. formulation of objectives), they can be **approached through a variety of different measures**, to gain their participation and support. This includes in detail:
- Undertaking and spreading results of **research and publications** with justified and data driven key messages,
 - Starting a **public campaign** with core messages, supported through role models/emotional elements,
 - Partner with similar institutions with shared objectives, to agree upon “**common messaging**” in terms of using same language and core messages,

- Organise/ participate in **conferences and meetings/ events** where decision makers are present and messages can be conveyed formally and informally,
- Launch targeted **media strategies** to raise awareness and information on the specific topic and message, including smart social media campaigns,
- Use elements of “**social mobilisation**” to encourage civil society and the target group (usually at grassroots level) to express their concerns on employment issues and raise awareness on their needs towards influential decision makers.

Throughout all of these communication measures, the **clear benefits of multi-stakeholder dialogue and cooperation** should be addressed as a core topic.

7. Strategic and Service Partnerships as different types of MSD

In general, **two main types of MSD** can be distinguished:*

<p>Strategic Partnerships</p>	<ul style="list-style-type: none"> · Set up at the policy level · Aiming at improving strategic planning and policy delivery of active labour market policy measures · Formal arrangements of such partnerships comprise partnership agreements, pacts and multi-lateral contracts
<p>Service Partnerships</p>	<ul style="list-style-type: none"> · Aiming at jointly improving the delivery of specific (employment) services/measures · Often characterised by fewer partners compared to strategic partnerships · The actors are determined by the service to be delivered (e.g. for a specific region, policy field, target group) · Frequently set up formally and – similar to the strategic partnerships – legally binding arrangements established such as partnership agreements or multi-lateral contracts · Service Partnerships should not be confused with other business relations such as sub-contracting or outsourcing of services to providers

* Source: European Commission (2013), Successful partnerships in delivering Public Employment Services, Brussels, Author: Anette Scoppetta

8. Array of partners to be involved in MSD

The exact composition of each MSD will strongly depend on the individual stakeholder map as well as the intended scope and purpose of the partnership. In general, the **following actors can be considered as partners of MSD** for employment promotion:^{*}

- Representatives of the **private sector**, including chambers; federations (e.g. of trade unions, of industry); companies (large firms, small and medium-sized enterprises); representatives of employees and employers;
- Representatives of **public authorities**, such as cities and municipalities; national-level bodies/ ministries; government institutions (on different levels and with different territorial responsibility, e.g. communities, provinces, countries);
- Representatives of the **civil society**, including citizens' initiatives and networks; Non-governmental organisations (NGOs, e.g. local employment initiatives), foundations and Non-profit organisations (NPOs);
- **Employment service providers**, such as Public and Private Employment Services; Temporary work agencies; Training providers; NGOs;
- Representatives of the **education system**, such as schools; education or/ and training organisations;
- **Research** institutes, think tanks, universities;
- Representatives of the **financial sector**;
- **Regional development associations** and management bodies;
- **Representatives of target groups** (e.g. Offices for disabled, Youth Centres, Unemployment associations);

As the **informal economy** plays a significant role within most of the YouMatch CoPs 2 and 5 member countries, related concerns and needs need to be reflected within MSD on employment promotion as well. However, both informal companies as well as informally employed workers are **rarely organised** in umbrella institutions, and hence their systematic inclusion is challenging. A suitable approach can be to use the **networks and insights of social partners** (including trade unions, employers' organisations and cooperatives) as well as **private sector associations/bodies** to include the perspectives and voices of all types of employers and employees.

^{*} Source: European Commission (2013), *Successful partnerships in delivering Public Employment Services*, Brussels, Author: Anette Scoppetta

9. Formalisation versus non-formalisation of MSD

One of the **most relevant strategic decision** for stakeholders creating and maintaining MSD is the issue in how far the partnership should be formalised or be considered as an

informal cooperation. Both options entail a **number of advantages and challenges**, as summarised in the table below.*

Formalisation of MSD	Advantage	<ul style="list-style-type: none"> • Clear framework and cooperation rules • Stronger partner responsibility and commitment • Legal reinforcement • Better orientation on results • Stronger ability to influence policy • Higher chances for increased visibility • Improved monitoring through legal commitments
	Challenge	<ul style="list-style-type: none"> • Higher emphasis on required resources • More demanding administration efforts • Less flexible
Informal approach to MSD	Advantage	<ul style="list-style-type: none"> • Higher flexibility • Greater share of participation of larger group of partners • Higher level of innovation
	Challenge	<ul style="list-style-type: none"> • Focus less clear • Lack of definition of roles and responsibilities

Overall, **no clear recommendation** for formalisation or an informal approach to MSD in the field of employment promotion can be given. For each individual partnership,

the advantages and challenges of both formats need to be jointly assessed in detail and in the light of the specific objectives that are aimed at.

* Source: European Commission (2013), Successful partnerships in delivering Public Employment Services, Brussels, Author: Anette Scoppetta

10. Examples for MSD

The following case studies are based on two main sources:

1) Summaries of examples of MSD approaches in employment promotion from the member institutions of YouMatch CoPs

2 and 5; and 2) Selected examples on MSD in employment promotion from European countries as presented during the virtual study tour of the two CoPs in November 2020.

10.1 From CoP member institutions

Case Study 1 – JORDAN

Local Employment Dialogues - Employment Promotion Programme/GIZ Jordan (Strategic Partnership)

OBJECTIVES

Every time the dialogue is planned, it will have a **certain subject that is discussed**. The main aim of this activity is to bring major stakeholders together to:

- Raise **awareness** for certain points relating to employment,
- Discuss the **job-matching process**,
- Promote a mutual **understanding** among stakeholders,
- Open-up the potential for **future collaboration** among stakeholders which can bring benefit to the employment situation on a local level,
- Agree on **joint employment initiatives** that lead to placements of Jordanian jobseekers within jobs.

MEMBER INSTITUTIONS

- Ministry of Labour -MoL (field work directorate)
- Local Chambers of Commerce and Industry
- Employers from different sectors within the private sector

SCOPE OF WORK / ACTIVITIES

A **dialogue format between local stakeholders** (e.g. chambers, companies, administration, education providers, civil society) is established in the targeted governorates by the Employment Promotion Programme (EPP)/ GIZ.

Every time it occurs, there will be mandatory participants (local MoL directorate, Local Chamber of Commerce/Industry, number of private companies or factories) as well as other main stakeholders of employment (these invitees may vary according to the topic of discussion). These dialogues will be listed under the **format of Chamber-MoL Dialogue**.

The dialogue will serve a **certain theme or subject** in accordance with the agenda developed and the needs of the governorate and employers in it.

In the dialogue, stakeholders agree jointly on employment measures that would serve local Jordanians and place them into jobs.



INSTITUTIONAL SET-UP

The “**Local Employment Dialogues**” is understood as an **umbrella** measure, under which different formats of dialogues should be established. The format established can focus on key participants, themes or partnerships. Within the Employment Promotion Programme (EPP) and in the targeted governorates, the format is based on key participants/partners jointly planning and implementing employment measures, i.e the local chamber and the local Directorate of the Ministry of Labour; hence referred to as “**Chamber-MoL Dialogue**”.

FINANCIAL ARRANGEMENTS

It is budgeted through the Employment Promotion Programme (EPP). Working on the sustainability of the format through discussions with the MoL as to take care of its funding. Our main objective is, that local MoL directorate will be capable of conducting future dialogues and moderating them.

IDENTIFIED BENEFITS OF COOPERATION

One of the main objectives of the dialogues is that the main participants (Chamber of Commerce and local MoL directorate) will get used to dealing and **working together**. Through communication, **consensus agreements** will be achieved between participants which will promote future communication, dialogue and collaboration. Employment measures and efforts will be **coordinated and synchronised** to benefit more Jordanians in a **more systematic manner**.

DETECTED CHALLENGES

- There is a **weak structure** for private and public dialogues
- **Frequent change** of leading and responsible persons may lead to a loss of knowledge and inadequate implementation
- **Weak economic potential**
- **Financing** jointly agreed upon employment measures

APPROACHES TO ENSURE SUSTAINABILITY OF COOPERATION

- **Moderation Skills Training** to MoL staff has been implemented to enable them of moderating the dialogues.
- Discussing with the MoL their ability and willingness to finance the dialogues and **sustain the format after EPP**.
- **Coaching MoL staff** on how to arrange the dialogues; plan, implement and document them properly.

FURTHER INFORMATION

Documentation of Dialogues include:

- Minutes of Meeting
- Attendance Sheet
- Agenda
- Local Employment Initiative report (if agreed upon)

Case Study 2 - RWANDA

There is no specific Multi-Stakeholder Dialogue/Cooperation. Instead, there are **FORUM, TECHNICAL WORKING GROUP, STEERING COMMITTEE** around employment promotion (Strategic Partnership)

OBJECTIVES

- Ensure **conducive environment** for job creation
- Ensure **skills development** for youth and women
- Increase employable skills through **workplace learning**
- Accelerating **growth** of potential employment sector
- Increase the **involvement of private sector**
- Improve **labour market interventions**
- **Raise awareness of policies and strategies** conducive to productive employment and growth

MEMBER INSTITUTIONS

Both **public and private institutions** are involved:

- Rwanda Development Board (RDB) that oversees the employment promotion in Rwanda/ Skills development Department,
- Ministry of Labour (MIFOTRA),
- Ministry of Youth and Culture (MYCULTURE),
- Ministry of Education (MINEDUC), Workforce Development Authority (WDA), Rwanda Polytechnic (RP),
- Ministry of Trade and industry (MINICOM),
- National Industrial Research and Development Agency (NIRDA),
- National Rehabilitation Service (NRS),
- Rwanda Standard Board (RSB).

SCOPE OF WORK/ACTIVITIES

Technical committee: Identify all issues related to employment creation and compliance from various institutions

High level technical committee: Strategies to implement National Skills Development & Employment Promotion strategy & M&E Learning framework

The Head of institutions Steering committee: Mobilisation of funds & resources and beneficiaries

INSTITUTIONAL SET-UP (E.G. DIALOGUE, COOPERATION AGREEMENT, NON-FOR-PROFIT ENTERPRISE)

Job compliance forum: Annually held at provincial level and chaired by the Ministry of public service and labour (governmental institutions, private sector federation, district officials, development partners) – labour laws, taxations, employment guidelines.

Sector working groups related to job creation: This forum includes Private Sector Development and youth employment – PSDYE chaired by MINICOM, which brings together Development partners such as MasterCard Foundation, GIZ, etc. This forum discusses the national target (of jobs to be created) and measures.

Employment Round Table discussions: organised by GIZ programme "ECO EMPLOI" in partnership with other local organization and private companies initiated where NGOs and private companies come together and discuss Employment promotion issues.

Rwanda workers' trade union confederation

(CESTRAR): This is a worker's representation. This is the confederation of various workers' unions and from various sectors such as education, health, agriculture, construction, transport etc.

FINANCIAL ARRANGEMENTS

The **head of institutions of the Steering Committee** are the one in charge of mobilization of funds and resources from institutions members and partners.

IDENTIFIED BENEFITS OF COOPERATION

Tackle issues related to:

- Labour market information system,
- Youth, Women and Persons with Disabilities employment,
- Education and training,
- Private Sector involvement,
- Job creation,
- Skills mismatch and lack of employable skills, etc.

DETECTED CHALLENGES

There is **no well-structured national Multi-Stakeholder Dialogue** on employment service in Rwanda. Instead, there are **various forums, working groups, steering committees.**

APPROACHES TO ENSURE SUSTAINABILITY OF COOPERATION

Set up a national multi-stakeholder dialogue which is so far absent.

FURTHER INFORMATION (WEBSITES, SOCIAL MEDIA CHANNELS, DOCUMENTS)

www.rdb.rw/skills

www.cestrar.rw

www.mifotra.gov.rw



Case Study 3 – UGANDA

National Multi-Stakeholder Employment Dialogues in Uganda (through the National Employment Council) (Strategic Partnership)

OBJECTIVES

- To promote **macro-economic policies** and investment strategies for employment creation.
- To **increase productivity**, competitiveness and employability of the labour force, especially the youth and other most vulnerable members of the labour force.
- To promote **in-employment skills development**, training and apprenticeships and or internships, especially for the youth.
- To promote purposeful and functional **vocational and technical skills training**.
- To ensure availability of **reliable and timely labour market information**, especially for those sectors of the labour market employing the poor and vulnerable women.
- To promote and **protect the rights and interests of workers** in accordance with existing labour laws and fundamental labour standards.



MEMBER INSTITUTIONS

- The Ministry responsible for Gender, Labour and Social Development [Chairperson and Secretariat]
- The Ministry responsible for Finance, Planning and Economic Development
- The Ministry responsible for Public Service
- The Ministry responsible for Agriculture, Animal Industry and Fisheries
- The Ministry responsible for Tourism, Trade and Industry
- The Ministry responsible for Works and Transport
- The Ministry responsible for Education and Sports
- The Ministry responsible for Local Governments
- The Ministry responsible for Health
- The Ministry responsible for Foreign Affairs
- The Ministry responsible for Lands, Housing and Urban Development
- The Ministry responsible for Internal Affairs, Immigration Department
- The Ministry responsible for Energy and Mineral Development
- The Ministry responsible for Information Communication and Technology
- The Ministry responsible for East African Community (EAC)
- The National Planning Authority the Uganda Bureau of Statistics
- The Uganda Investment Authority the Federation of Uganda Employers
- The National Organisation of Trade Union
- The Central Organisation of Free Trade Unions
- Enterprise Uganda (Ltd)

SCOPE OF WORK/ACTIVITIES

- Act as a **stakeholder consultative forum** on implementation of the policy and related matters.
- Adopt **indicator and reporting targets** of the policy.
- To **review progress** on implementation of policy commitments by the various stakeholders and make recommendations as appropriate.
- **Review programmes** to assess extent of mainstreaming employment.
- **Commission studies** on employment impact of government programmes.
- **Propose strategies** for mainstreaming employment in programme implementation action plans.
- Carryout any other activity that may be deemed necessary for achieving the objectives of the policy.

INSTITUTIONAL SET-UP

“There shall be established a **National Employment Council (NEP)** to coordinate, guide, streamline and monitor efforts towards implementation of this policy. Membership to this Council shall be at **Permanent Secretary or Chief Executive Officer level** and drawn from the (...) Ministries, Departments and Agencies [listed under “Member institutions” above].” (Ministry of Gender, Labour and Social Development, The National Employment Policy for Uganda 2011, p. 37). The **Ministry responsible for Labour** shall spearhead the implementation of the policy in collaboration with other ministries, social partners and agencies that have a key role in employment creation.

The **Chair and Secretariat** of the NEP undertakes the following responsibilities:

- Developing the Programme of Action on Employment.
- Providing guidelines for mainstreaming employment issues in other policies, programmes and plans.
- Ensuring availability of timely and quality labour market information.
- Establishing a detailed, comprehensive and up-to-date National Occupational Classification and Industrial Standard Classification systems.
- Building capacity and providing support supervision to district-based staff.

- Co-ordinating the development of the National Strategic Framework for Social Assistance.
- Ensuring provision of social protection for all workers.
- Enhancing coordination, dialogue and collaboration with social partners.

FINANCIAL ARRANGEMENTS

Since employment is a cross-cutting issue, the policy promotes a **multi-sectoral approach and integration of employment issues** at all levels of government and private sector programmes.

The financing of the policy is therefore **spread over the line ministries, departments and agencies as well as local governments, social partners and Civil Society Organisations**. Each sector ministry shall identify employment concerns, budget and fund them within their **Medium-Term Expenditure Framework** ceilings.

The **Ministry responsible for Finance, Planning and Economic Development** shall be responsible for ensuring that freely chosen and productive employment is a priority goal of all national economic and social policies. Specifically, the Ministry shall:

- Ensure availability of financial resources and budget for employment interventions.
- Attract and guide on employment generating investments.
- Provide incentives to investments, which create employment opportunities.

IDENTIFIED BENEFITS OF COOPERATION

Jobs have to be planned and financed, primarily by government. Government takes the **overall responsibility for the implementation of this policy with the participation of other actors**, including, the private sector, employers’ and workers’ organizations, development partners, NGOs, CBOs, communities as well as individuals.

The National Employment Council, as the implementing arm of the 2011 national employment policy is **motivated by the economic need to address the twin challenges of poverty and unemployment**.

The policy will consolidate and **create synergies among different sectors and anchor employment creation as a key indicator** of economic development.

The policy will also provide a framework to promote **productive and decent employment and enterprise development**, compliance with labour standards by employers, investors and workers, social protection and social dialogue.

The policy will further **encourage multi-skilling of the human resource**, particularly the youth, entrepreneurship development for increased productivity and competitiveness. This will lead to higher savings/profits and investments and consequently creation of sustainable employment and economic growth.

DETECTED CHALLENGES

- Ensuring that **all stakeholders mainstream employment strategies** into their policies, plans and programmes.
- It is necessary to ensure that **appropriate structures are put in place** at the national and district level, and within the social partners' organisations.
- One of the biggest challenges is the implementation of this policy, as it **needs adequate resources and requires priority budgetary allocation** both at the national and local government levels. Cross-institutional cooperation is required for higher impact and monitoring of success factors.
- For this policy to be successfully implemented, all **major policies need to be harmonised** and brought into synergy.
- The implementation of this policy shall push for **change in peoples' negative attitude and work culture**. Poor work ethics such as unethical behaviour, time management, inappropriate managerial skills and lack of respect for work and workers' rights, which lead to low labour productivity, are detrimental. Such gaps can be addressed e.g. through soft skills training and including relevant approaches in adapted curricula.
- **Underfunding**, leading to lack of meetings.

- **Conflicting priorities** in Government. It is essential to obtain government buy-in and the support of other stakeholders to ensure success.
- Much as employment is seen as a national goal, it's still viewed as **largely a product of good macroeconomic management**.
- **The Ministry of Gender, Labour and Social Development doesn't have the mandate to guide all arms of government** to advocate for "employment".

APPROACHES TO ENSURE SUSTAINABILITY OF COOPERATION

Monitoring and evaluation of the implementation and impact of policy measures at all levels shall be carried out on regular basis using appropriate indicators. This will involve full participation of the government ministries, departments and agencies, private sector, workers' and employers' organisations and civil society.

This policy shall be **reviewed after every five years** to take into account impact, performance and emerging challenges. The policy is **anchored on key government policies and legislation** such as the National Vision 2040, the National Development Plan, the National Constitution and other relevant legislation.

FURTHER INFORMATION

Enhancing national stakeholder dialogues (additional thoughts)

- Ensuring that the **macroeconomic framework is reoriented** in support of employment creation.
- **Mainstreaming employment targets** in government's programmes.
- Employment targeting: **Employment cannot be wished. It must be planned for. It must be financed.**
- Making **agriculture more appealing** to young people.
- Nurturing and making the **digital labour market work for all.**
- As "**old**" **jobs disappear**, how to ensure that workers are able to transition better to the 4th Industrial revolution (4IR)?
- Ensuring a **balance** between the demands of the 4IR on the one hand, and security, equity, privacy, and respect for human rights on the other hand.
- Strengthening **public employment services** (PES), including registering and monitoring internal employment companies, job matching, etc.
- Strengthening **counselling and guidance** as a PES in the country.
- Mainstreaming and **nurturing soft skills** as a key ingredient to employability.
- Making **internships** work for the student and the workplace.
- Promoting **volunteerism** as a developmental concept for employability of young people.
- Promoting **workers' rights**, with a focus on freedom of association and the effective recognition of the right to collective bargaining as enabling rights.
- Achieving **gender equality** at work.
- Universal access to comprehensive and sustainable **social protection.**
- Ensuring **better work–life balance** for workers in a globalised world.

Addressing the need for urgent action to cushion the COVID-19 health and economic consequences, protect vulnerable populations, and set the stage for a lasting recovery – building back better, with jobs as mentioned by the World Bank Group: <https://www.worldbank.org/en/news/feature/2020/06/08/the-global-economic-outlook-during-the-covid-19-pandemic-a-changed-world>

WEBSITES

www.mglsd.go.ug
www.finance.go.ug
www.npa.go.ug

Case Study 4 – MALAWI

Public-Private Sector Skills Development (PPSDF) (Strategic Partnership)

OBJECTIVES

Public-Private Sector Skills Development Forum (PPSDF) is a platform for **systematic and formal interface, dialogue and consultation** through periodic meetings among the private sector, technical, entrepreneurial and vocational education and training (TEVET) providers (training institutions), the TEVET Authority and other relevant public and private stakeholders.

MEMBER INSTITUTIONS

- Employers Consultative Association of Malawi (ECAM)
- Malawi Confederation of Chambers of Commerce and Industry (MCCCI)
- TEVETA: Technical Entrepreneurial Vocational Education Training Authority (TEVETA)

SCOPE OF WORK/ACTIVITIES

- Provide an **interface and bring together** a wide range of experts/representatives from the private sector and TEVET institutions to share information on skills development, fill the information gap between private sector, TEVET institutions, and other relevant stakeholders.
- **Enhance the cooperation, roles, responsibilities and functions** of the partners namely: private sector/ industry, TEVETA, TEVET Provider Institutions in TEVET programmes, and all matters related to skills development in Malawi.
- Provide a **link and continuous formal working relationship** between the private sector and TEVET Authority and on one hand, and respective companies/ industries and training institutions on the other hand
- Provide a **platform for lobbying, advocating, creating awareness**, on policy and operational issues for the improvement of skills development in the TEVET system.

INSTITUTIONAL SET-UP

Cooperation Agreement

FINANCIAL ARRANGEMENTS

- **Joint** budgeting and **individual** financial contribution
- TEVETA/ Chamber of Crafts Cologne/ Germany Partnership Project provides **technical and financial support** for holding of the forum meetings
- Members contribute through **self-logistics** to attend the meetings at times (where the project cannot cover all the costs)
- Members also plan for **skills development activities** in their respective annual programming

IDENTIFIED BENEFITS OF COOPERATION

- **Improved dialogue** between public and private sector is created and supporting a **private sector-oriented skills development**
- Improved **working relationships** between private/public companies, training providers and TEVETA
- **Strengthened engagement** of the private sector for **qualitative vocational training** and ultimately **improved employment perspectives**

DETECTED CHALLENGES

Financial challenges for the members especially ECAM and MCCCCI to cover logistical costs for attending the meetings of the forum. This comes as the two are member-based institutions and with the current COVID-19 negative impact of the economy, the two have challenges in collecting enough revenue as most of their members are going through economic challenge which has led to under-collection of revenue through membership subscriptions.

APPROACHES TO ENSURE SUSTAINABILITY OF COOPERATION

Building the **revenue collecting capacity** of MCCCCI and ECAM to enable them survive without predominantly depending of membership revenue.

FURTHER INFORMATION (WEBSITES, SOCIAL MEDIA CHANNELS, DOCUMENTS)

<https://www.hwk-koeln.de/downloads/bbp-malawi-2017-2019-32,1022.pdf> [presentation in German]

Public Private Sector Skills Forum To Help Create Jobs | The Nation Online | Malawi Daily Newspaper (mwnation.com): <https://www.mwnation.com/public-private-sector-skills-forum-to-help-create-jobs/>



10.2 Examples for MSD from Europe

Case Study 1 – GERMANY

Youth Employment Agency (Service Partnership)

OBJECTIVES

Improve the professional and social integration of young people (14 – 27 years), through a **systematic cross-jurisdictional cooperation and a pooling of resources** of employment agencies, job centres, youth welfare offices and schools at **local level**.

MEMBER INSTITUTIONS

Employment agencies, job centres, youth welfare offices and schools at local level.

The term “Youth Employment Agency” is a **collective term for collaboration structures** that may vary by region and whose specific form depends on the individual framework conditions and local requirements.

SCOPE OF WORK/ACTIVITIES

- **Coordinated support structures**, tools and individual support services that promote the transition of young people from school to further education as well as from school to work
- Linkage of employment services with **schools** to effectively address specific challenges for youth as early as possible
- Standardised **career advisory** services
- Harmonised / joint case management for youth with specific challenges to integrate into further education and work
- **Social work** in vocational training centres to support trainees with specific needs
- Monitoring schemes to follow-up on **school leavers**
- Support small and medium-sized enterprises in **recruiting** suitable trainees and young professionals

INSTITUTIONAL SET-UP

Cooperation agreement between employment agencies, job centres, and youth welfare offices at local level, plus additionally other actors such as schools.

FINANCIAL ARRANGEMENTS

- Pooling of resources from each cooperation partner
- Deployment of staff from each participating institution
- Additional project-specific funding from external regional/ state budget lines

IDENTIFIED BENEFITS OF COOPERATION

- **Transparency** – tools and services offered by different legal entities are organised together, in a transparent and compatible way
- **Information** exchange – transfer data and in a targeted manner, in line with data protection requirements
- **Harmonised** processes and measures
- **One-stop government** – cooperation is organised “under one roof”

DETECTED CHALLENGES

- Existence of **parallel services with similar or even the same objectives** lead to duplicate structures
- Regularly **changing “patchwork funding”** of the youth welfare services (e.g. funds from the district and the state), youth employment agencies regularly face the challenge of linking the funding criteria of the individual programmes in such a way that a complementary and coherent funding offer is created
- A functioning cross-jurisdictional cooperation **does not automatically result in an increased motivation of the young people**. A high degree of “follow-up work” by the case managers of the youth vocational assistance is required in order to reach the target group and to provide the young people with the available support services.
- **Data protection requirements** can make cross-jurisdictional cooperation and cooperation with schools more difficult. In some cases, elaborate legally secured procedures must be found to enable or optimise efficient cooperation.

APPROACHES TO ENSURE SUSTAINABILITY OF COOPERATION

- The **organisational/ political will** of all actors involved for cross-jurisdictional cooperation must exist or needs to be generated.
- For the strategic level of the respective jurisdictions, **jointly developed goals and jointly elaborated binding concepts** (with recognisable **win-win effects**) to achieve the goals are of great importance (cf. e.g. trilateral cooperation agreement).
- The **responsibilities** of the respective legal spheres must be clearly recognisable and/ or clarified in dialogue on a case-by-case basis.

- The social and vocational integration of young people must become the focus of cross-jurisdictional cooperation. **The individual actors do not work together in their own interests, but in the interests of young people.**
- The **spatial proximity of the actors** (operational and strategic level) and the resulting shorter distances as well as regular personal and collegial contacts between the staff of the different legal circles are essential success factors for a successful cooperation and promote an **understanding and equal cooperation at eye level.**
- Stable and, if possible, **long-term relationships** between the participants are a prerequisite for successful cross-jurisdictional cooperation, **because successful cooperation needs time** to come together, to stay together and finally to work together.
- A **well-organised mutual flow of information** between the operational and strategic levels of the respective legal entities involved is essential for successful cooperation.

FURTHER INFORMATION

Presentation of the Youth Employment Agency Hamburg – “3rd Annual Convention of the European Platform” – 26-27 November 2013 [Link here](#).



Case Study 2 – WORLDWIDE “Cité des Métiers” (CDM) – Joint Career Guidance Centre (Service Partnership)

OBJECTIVES

Provide an **open space for every citizen** to search of information on their professional future, **free of charge, neutral and anonymous**. The open space is managed in **partnership by different stakeholder organisations at local or regional level**.

MEMBER INSTITUTIONS

Each Cité des Métiers (CDM) has a **specific and rather broad partnership set-up**. The **following political and institutional actors should be involved**:

- Representatives of the **national education system**, through its academies and/or the Information and Guidance Centres and the Youth Information Centres as well as the professional integration services of the higher education institutions present in the region;
- **State services**, through the participation of Directorates (regional office dealing with business, competition, consumption, labour and employment), and of its decentralised units at department (county) level;
- The services of the **national employment agency**;
- The other **local authorities** complementary to the one launching the project (Region, Department, Municipalities and intercommunal bodies);
- **Economic actors**: Consular Chambers, and/ or professional branches;
- **Social partners**, as they participate in the consultation bodies set up by the regions, particularly those managing continuing education for the employees of private companies;
- **Associations**, such as centres for women’s rights information, social youth associations (dealing with training, employment, housing, health issues) as well as associations for disabled workers.
- So far, **20 Cités des Métiers** exist worldwide, predominantly in France, united under a joint **Charta with shared principles**.

SCOPE OF WORK/ACTIVITIES

Provide citizens with **all resources in a single place**, allowing them to formulate and achieve their career aims and to guide and support them in their choices, through:

- **Interviews with professionals** belonging to institutions competent in the fields of counselling and professional life,
- **Information and materials** on employment, careers and vocational training,
- **IT resources** and multimedia tools/ areas,
- **One-day information sessions, symposia and meetings** organised by all the partners or produced in cooperation with external partners,
- A **Virtual Cité des Métiers** (website),
- **5 thematic areas** – “Choose”, “Learn”, “Work”, “Move” and “Entrepreneurship”

INSTITUTIONAL SET-UP

There are **three types of cooperation partners**:

- **First-tier partners**: Sponsors of the CDM and participants available permanently in the advice area on the thematic hubs (regardless of frequency).
- **Second-tier partners**: Recurring facilitators in the “Group activities” offering (which may be bound by agreement).
- **Third-tier partners**: Facilitators of the “Group Activities” offering not bound by agreement (less than once per quarter).

FINANCIAL ARRANGEMENTS

- **Pooling of resources** of participating core partners
- **Deployment of staff and counsellors** from the network, including from Information and Advisory Centres, Associations for Training, Recruitment, Entrepreneurship and Employment
- **Additional financing** from external resources, such as European Social Fund, as well as national/ regional budgets

IDENTIFIED BENEFITS OF COOPERATION

For the different partners from the region, a CDM allows on the one hand to **jointly meet the challenges arising from the dynamics of the labour market**, and secondly to **overcome the regularly highlighted limitations of existing programmes** of career advice to different types of citizens, especially for those visitors simultaneously falling under different statutes.

The partnership approach aims at **overcoming the often fragmented and confusing approaches** to career guidance, access to employment, access to qualification, support to individualised training and career paths, social advancement.

DETECTED CHALLENGES

The **political support is decisive** since it embodies the decisions that are made during the various stages of the project over time, as well as the validation of the physical place of the CDM. It is not always easy to initiate and may be especially difficult to keep active continuously over time. The **lack or weakness of a clearly identified political steering can slow down or even stop the progress** of the project regardless of the quality of its technical content.

The **commitment of the different actors to the project is often far from immediate**. This commitment builds over time and can also evolve progressively. An initial refusal does not necessarily mean an irrevocable rejection. Some actors may need to better understand the meaning of the project and how they can play a concrete role in it.

The **different partners must be convinced through specific arguments**. What motivation may convince the Local Education Authority, the Employment Agency or the Region to join the project? How can the CDM take into account the issue of the young people still at school and of the dropouts, of the jobseekers or people looking for training and qualification? It is **generally the local level (department or territory) that will be the most able to take part in the project**. At the level of local authorities, the objective will rather be to identify the elected officials in charge of the issues addressed in CDM and the operational bodies that implement their public policies and fund the programmes and structures acting toward the public. The success of the CDM project is based on the implementation of a **common and dedicated governance**. It will most often result in the creation of a legal structure with its own legal identity, or will find a place, with a specific governance,

inside an existing “supporting” structure as a job centre.

Pooling resources can be a point of resistance because of the difficulties resulting from the budget cuts policies decided by the vast majority of actors operating in the fields of local economy, employment and training. Confronted with this reality, it must be ensured that the **real added value of the CDM** in comparison to the actions of the other partners are identified and demonstrated. The CDM must allow each partner to optimise its own action, to find answers it could not develop alone and hence improve its effectiveness towards the public. In other words, the CDM **should not be seen by the local actors as an additional burden** on their resources but as an opportunity to “do better in another way and together.”

APPROACHES TO ENSURE SUSTAINABILITY OF COOPERATION

- Reinforcement of the **cooperation with national operators** through the signature of framework agreements at national level and new opportunities for collaboration with other actors
- Setting up associated centres or sites and developing diagnostic and reporting tools by **pooling resources**, in particular with employment centres
- Development of **new tools/practices** based on the sharing of experience between Cités des Métiers in France and abroad and through the setting up of regional projects
- **Skills development**, in particular through the process of certification of counsellors’ skills as well as the training of reception staff

FURTHER INFORMATION

Website of the “Cité des Métiers” International Network – Link: <https://www.reseaucitesdesmetiers.org/?lang=en>

Guides on creating a « Cité des Métiers » – Link: <https://www.reseaucitesdesmetiers.org/le-label?lang=en>

Case Study 3 – EUROPE

Territorial Employment Pacts (TEP) (Strategic/Service Partnership)

OBJECTIVES

Encourage **widespread regional or local partnership** in order to:

- Identify the **difficulties, concerns, and future prospects** facing each of the territorial players operating in the field of employment;
- **Mobilise all available resources** in favour of an integrated strategy accepted by all parties concerned, based on their real needs and **expressed in a formal commitment** – the Territorial Employment Pact;
- Improve the **integration and co-ordination** of job creation measures;
- Implement **exemplary actions and measures** in favour of employment;
- **Negotiate and coordinate budgets** on employment promotion.

MEMBER INSTITUTIONS

Each Territorial Employment Pact (TEP) has a **specific partnership structure** based on the stakeholders' landscape, but generally including the following actors:

- National, regional and local authorities;
- Private sector, including large firms, representatives of small businesses, socio-economic organizations, financial institution etc.;
- Associations for the development or redevelopment of the territory in question;
- Non-profit-making and co-operative sector;
- Community groups;
- Professional organizations, chambers of commerce;
- Training, research and technological institutions.

SCOPE OF WORK/ACTIVITIES

The TEP should be the **outcome of discussions involving as many of the relevant national or local bodies as possible** with a view to drawing up a joint programme of job creation measures, but also to implementing that programme through **practical measures** that meet local and regional employment needs.

The **preparation of the TEP** consists of a process involving a series of meetings between the partners with a view to:

- **Discussing the problems of employment**, and in particular the specific causes of unemployment, the strengths and weaknesses of the areas and regions concerned and possible ways of improving the situation and encouraging job creation;
- **Improving the methods for measuring and analysing** the employment situation and evaluating employment policies, improving the know-how and technical skills of the various partners;
- **Identifying and analysing new initiatives or pilot schemes** which may have significant impact in terms of job creation, pooling the experience of the various participants in the pact;
- **Devising new arrangements for co-operation** and consultation between the various partners;
- Identifying the margins for manoeuvre and **resources available** to each partner;
- **Seeking a consensus** on the content of the TEP;
- At the end of this process, a **Territorial Employment Pact is drawn up** in the form of a document setting out the views of the various partners, detailed commitments by each participant and the practical proposals. The content of the Territorial Pact may be **financed** by different budget resources.

INSTITUTIONAL SET-UP

Cooperation among a variety of partners on employment promotion in a specific area, formalised in a "Territorial Employment Pact" document.

FINANCIAL ARRANGEMENTS

Pooling of partners' resources ("financial commitments"), as well as variety of **national, local and international budgets** for implementation of the different measures agreed upon in the "Territorial Employment Pact" document.

IDENTIFIED BENEFITS OF COOPERATION

Territorial Employment Pacts offer an **opportunity to insert a process of coordination, integration, innovation and partnership at local level** in the context of employment and local development. In detail, this includes:

- Improvement of **exchange and identification of underlying causes for challenges** related to labour market and employment among key actors
- Tackling **existing institutional barriers** e.g. between public authorities and private sector
- **Overcoming fragmentation** of strategies and approaches to tackling unemployment for different target groups
- **Creation of synergies to amplify resources** on employment promotion
- Adaptation of policies and approaches to **local framework conditions**
- **Sharing and exchanging good practices** among different partners
- TEP largely rely on **local level cooperation**, with a prominent role of coordinators for local governments, which are key figures for local economic development.

DETECTED CHALLENGES

- At times, the **county-level and local-level TEPs are not well coordinated**, so that the counties and the cities/districts focus on the same employers and jobseekers. So, the same entrepreneurs, local associations and NGOs are requested to participate in several pacts which causes confusion.
- Realising employment opportunities requires the support of a local partnership organisation with a **broad stakeholder base and with some degree of effective policy leverage and legitimacy**.
- A **balance is vital between the costs** of partnership and the **added value** to be achieved in delivering real outcomes.

- **Sufficient levels of capacity and competency can be a challenge**, also for leadership and management which constitute key variables for success.
- **Need for focus** – TEPs and local partnerships need to have clear and deliverable objectives.

APPROACHES TO ENSURE SUSTAINABILITY OF COOPERATION

The following success factors have been identified for successful and sustainable TEPs:

- **'Space to act'** within the prevailing policy and practice framework
- **Right kinds of people** in place to design, deliver, and reflect upon the work of the TEP
- **Availability of the right institutional capacity** both within the organisation responsible for managing the TEP and, crucially, within some wider set of influential stakeholders above, below and alongside it
- Ability to **think creatively about the labour market issues** by which partners are confronted, recognising the causes and effects of different circumstances, and the levers which might make a difference in practice
- **Flexibility in approach** whereby successful approaches were duplicated elsewhere, the unsuccessful being quickly dropped
- An **openness of membership and flexibility** in bringing in new partners when appropriate, and in changing structures to suit changed conditions
- **Management strength** in depth

FURTHER INFORMATION

Example of a TEP in Portugal – Published practices: Territorial Employment Pact: https://www.coe.int/en/web/youthworks/published-practices/-/asset_publisher/Yu4srjmbzxCi/Youth++Practice/territorial-employment-pact?_101_INSTANCE_Yu4srjmbzxCi_viewMode=view

Example of a TEP in Serbia - Promoting Inclusive Labour Market Solutions in the Western Balkans: Project Territorial Employment Pact [Link here](#).

11. Annex I – Supportive tools to build and sustain MSD

“The Multi-Stakeholder Partnership Guide”, including relevant processes, tools and core principles for the various stages:

Link: <http://www.mspguide.org/msp-guide>
(Wageningen Centre for Development Innovation, Netherlands)

Compilation of a variety of creative and cooperation-oriented tools to build and sustain multi-stakeholder partnerships:

Link: <http://www.mspguide.org/tools-and-methods>
(Wageningen Centre for Development Innovation, Netherlands)

“Guidebook for Multi-Stakeholder Process Facilitation” (GIZ 2011), a comprehensive overview of different tools and techniques on how to build and sustain multi-stakeholder networks:

Link: <http://www.mspguide.org/sites/default/files/resource/gizccpsmpguidebook27-06-2011b.pdf>

Partnership Resources of the United Nations, including a broad variety of tools and guidebooks on how to build, monitor, finance and communicate about partnerships:

Link: <https://sustainabledevelopment.un.org/sids/PartnershipToolbox/Resources>



