

The case for a new  
National Youth Employment Framework

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**Seizing the opportunity** transforming the  
**Australian youth employment system in  
and after Covid-19**

May, 2020

Prepared by the BSL's  
Youth Opportunities Research and Policy  
and Youth Transitions teams

# Appetite for Change

## Evolving youth employment services

Prior to the Covid-19 pandemic, the appetite for changing Australia's youth employment service system was steadily building.

Since 2016 the Federal government has:

- established a standalone youth employment service: Transition To Work
- actively engaged with a national network of providers: Transition to Work (TtW) Community of Practice (CoP). Together they are evolving a fidelity employment service model built on evidence
- funded the National Youth Employment Body (NYEB) to foster innovation and develop a co-designed, evidence informed 'local to national' framework to create youth employment opportunities in place
- implemented Youth Jobs PaTH (Prepare, Trial, Hire), a national work experience and placement program for young people

Alongside specialist youth employment services work the Federal Government has also been:

- leading a re-design of National Employment services to ensure it maximises support to disadvantaged jobseekers
- establishing the National Career Institute to transform career and vocational guidance
- establishing industry hubs around Australia
- working with COAG on broader reform of Vocational Education and Training (VET)

This appetite for change has resulted in many innovative policy and program balls in the air. The disruption posed by the Covid-19 pandemic means that maintaining the momentum for change is vital to better supporting young people into employment.

# Seizing opportunity from crisis

## Our ambition

A transformed youth employment system that sets young people up for economic security in the future by connecting them to decent, secure and meaningful work.

## Crisis elevates the ambition for systemic reform

The Covid-19 pandemic has wrought sudden and severe disruption to the labour market. As with the Global Financial Crisis (GFC), young people are especially vulnerable.

The challenges facing young people will be immense.

They are likely to experience long term scarring effects the longer they are disconnected from labour markets.

The impetus for change is urgent, and so the scope of our ambition is far-reaching.

## Our approach

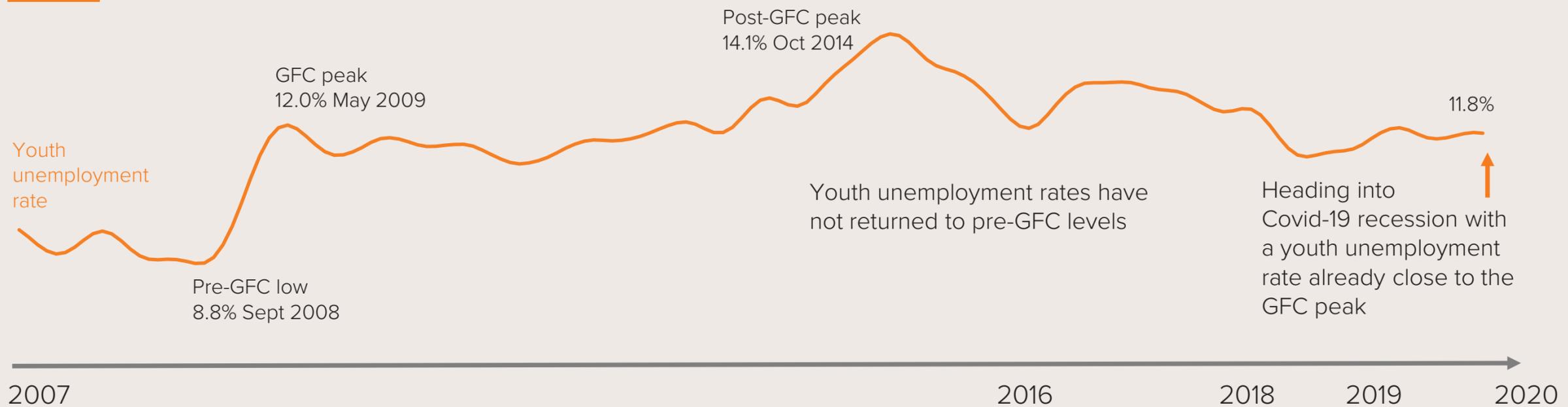
A **National Youth Employment Framework** informed by international evidence and research that demonstrates the effectiveness of local to national employment innovations. The framework consists of:

- a youth employment **mission** that promotes research, practice and policy innovation through cross-sector collaboration.
- **mechanisms** for enabling vertical local to national influence, and horizontal flows of learning and innovation across projects
- key **tools** for multiplying impact that are grounded in a capabilities approach

The National Youth Employment Framework informs a specific standalone youth service model that we outline at the end of this paper.

We propose a **youth specific evidence-informed service model** called Transition to Work PLUS that expands the current youth employment service offer.

# Seizing opportunity from crisis

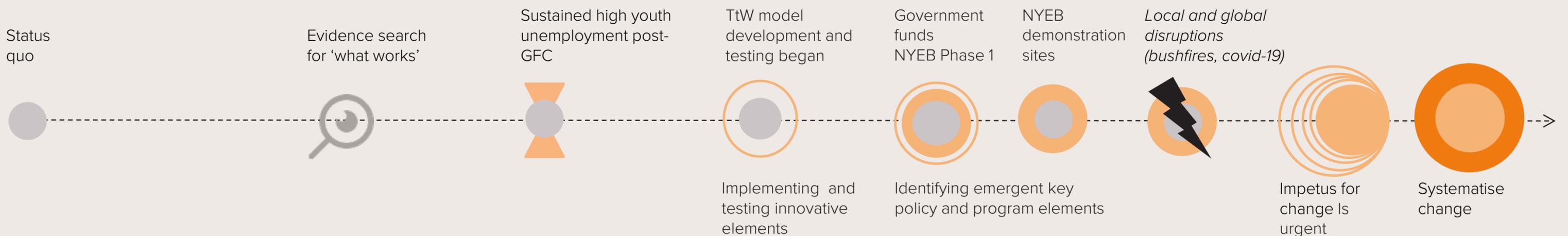


## Building Block In Place

We have established the building block for systemic change to our youth employment system at a local and national level.

## The challenge

To build on evidence to date, and learning from previous economic crises to co-design this system through Covid-19 and beyond.



# Covid-19 impacts

How young people are affected

Australia's negative economic outlook and projected unemployment growth

Young people are most vulnerable to labour market exclusion during this economic crisis

Crisis amplifies existing limitations of education and training pathways to employment

Previous economic crises indicate need for rapid and sustained response to youth unemployment

# Australia's negative economic outlook and projected unemployment growth

The consensus amongst supranational agencies, global NGOs and country based economic assessments is that health measures to stop the spread of Covid-19 will have severe economic consequences on economic growth and security now and into the medium-term.

Unemployment is projected to reach 10 to 15 per cent, which would be the highest rate since the 1930s Great Depression (Coates et al 2020).

## A once in a generation economic shock

The **OECD** calls the global Covid-19 pandemic the “third and greatest economic, financial and social shock of the 21st Century, after 9/11 and the Global Financial Crisis of 2008.” (OECD 2020)

The **IMF** describes “the magnitude and speed of collapse in activity that has followed [the pandemic] is unlike anything experienced in our lifetimes” and notes “great uncertainty about its severity and length.” (April 14, 2020)

## Economic disruption and recession will be severe

**Grattan Institute** (Coates et al April 19, 2020) analysis indicates:

*"Between 14 and 26 per cent of Australian workers could be out of work as a direct result of the coronavirus shutdown, and the crisis will have an enduring impact on jobs and the economy for years to come."*

“Six-month lockdown could provoke Australia’s worst recession since World War II, if not the Great Depression.” (Grattan Institute 2020)

## Non-health related service sectors are vulnerable

The **OECD** (March 18) has predicted that much of the 30-40% decline in total output for most OECD economies will be attributable to disruption to service sectors (e.g. tourism, retail, food and hospitality) impacted by shutdown and social distancing policies.

In Australia, the retail trade and accommodation and food service sectors account for 16.8% of the economy (DoE LMIP 2019).

## Waves of economic disruption

The economic impacts will reverberate. Not as a single shock but as potential waves of economic disruption corresponding with periodic requirements for social distancing.

How Australia shapes its policy and program settings to support the social and economic and health outcomes for young people as we ride these waves will be critical.

# Young people are most vulnerable to labour market exclusion during this economic crisis

ABS data shows that from 14 March to 4 April (3 weeks after Australia recorded its 100th Covid-19 case) jobs decreased by 6.0%, with “*the largest impact of net job losses, in percentage terms, was for people aged under 20, for whom jobs decreased by 9.9%*” (ABS 2020).

International economic and educational projections suggest that young people (15-24) in transition from school to work are particularly vulnerable, including those: with low educational attainment; with existing employment precarity; in hardest hit occupations/ industries; and in geographic 'hotspots' experiencing concentrated disadvantage.

## Young people with low educational attainment not competitive or mobile during economic crisis

Young people with below Year 12 educational attainment are particularly vulnerable to labour market exclusion and precarity. In 2019:

- less than half (44.7%) of 15-24 year olds with below Year 12 educational attainment were employed full-time.
- almost one in four (23.5%) 15-24 year olds who had exited school with Year 11 attainment were not engaged in education, training or employment (ABS 2019).

## Young people with existing labour market precarity are especially vulnerable to increased inequality

The **ILO** has warned that those “in less protected and low-paid jobs, particularly youth and older workers” will be disproportionately affected by the jobs crisis, deepening existing inequalities (ILO 2020).

Young people (15-24) already represent more than two-thirds of workers in many low skill service sector occupations (ABS 2019). Their labour mobility to other occupations or industries is limited, in the face of redundancies and collapsing demand, due to low qualifications and skills.

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## Young workers are concentrated in occupations and industries hardest hit by the crisis

Collapse of service sector industries, particularly Retail Trade and Accommodation and Food, and contraction in labour demand in occupations historically relied upon by young people is exacerbating existing precarity in the youth labour market.

Service sector industries of Retail Trade and Accommodation and Food make up 16.8% of the Australian workforce (DoE LMIP 2019).

Analysis from the **Grattan Institute** (Coates et al 2020), indicates that up to 42% of workers aged 15-19 and up to 30% of workers aged 20-29 will lose their jobs as a result of the Covid-19 pandemic triggered economic crisis.

## Young people in geographic 'hotspots' will face compounding disadvantage

Youth unemployment varies by location, with some hotspots experiencing sustained high youth unemployment as detailed in the BSL's (2019) Youth Unemployment Monitor.

Young people in regional areas may face the compounding impact of declining retail, hospitality and manufacturing industries and the reality of "technology-driven opportunities are more limited in regional Australia" (Productivity Commission 2019).

Low educational attainment patterns are also correlated with location, further disadvantaging young people in the labour market. Young adults in regional Australia are still twice as likely (28%) to be early school leavers compared with young adults in metropolitan areas (14%) (Houghton 2019).

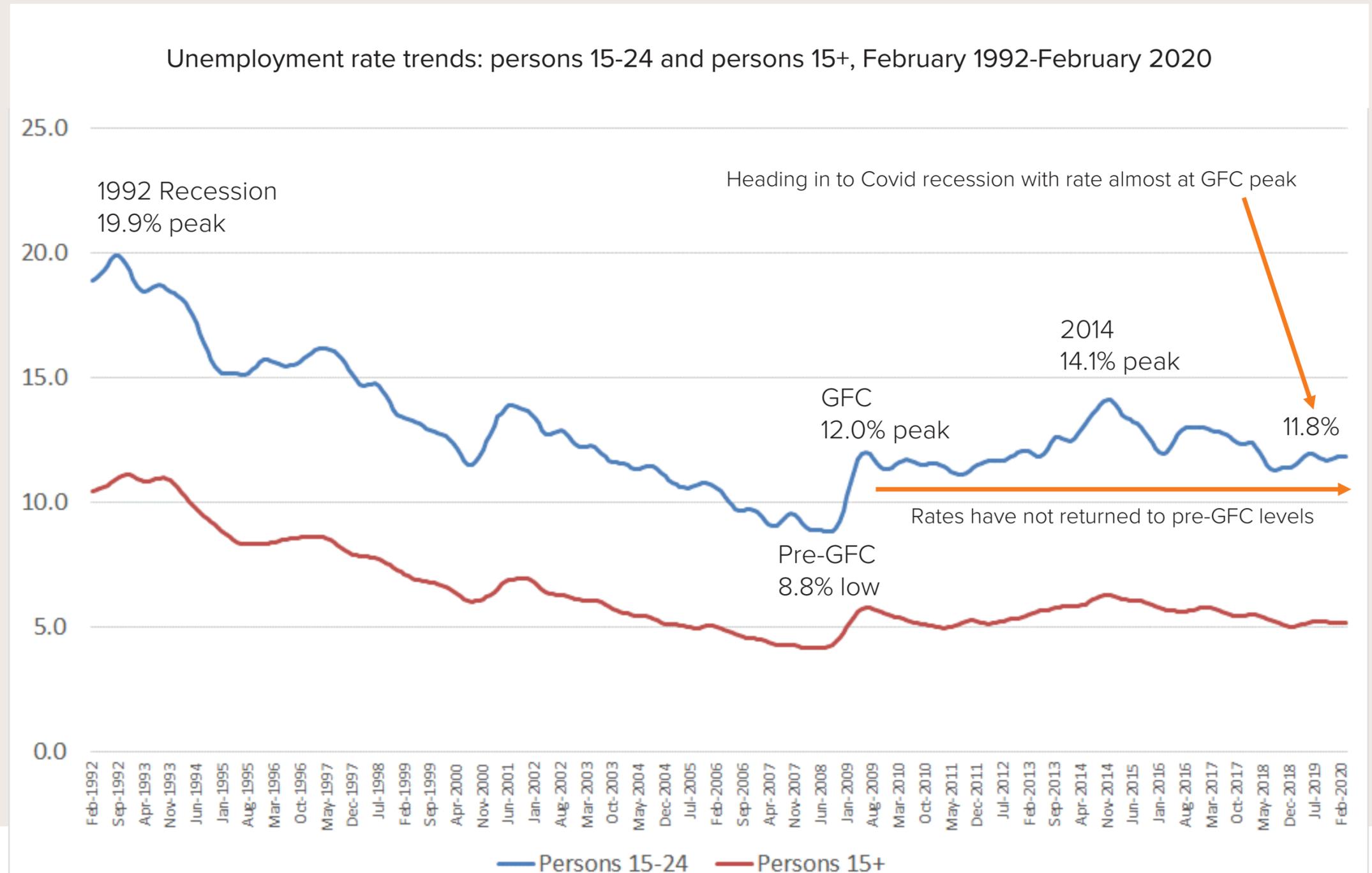
# Youth unemployment trends 1992-2020

Historically, economic crises have precipitated a spike in youth unemployment. Heading in to 2020, youth unemployment rates had remained above pre-GFC levels for more than a decade (ABS 2020). The latest published rate of 11.8%, in March 2020, was almost at the peak GFC rate of 12%, recorded in May 2009.

*(Source: 6202.0 Labour Force, Australia, Table 13. Labour force status for 15-24 year olds by Sex - Trend, Seasonally adjusted and Original)*

## Unemployment Rate peaks

Period	Persons 15-24	Persons 15+
Sept-1992	19.9	11.1
May-2009	12.0	5.7
Oct-2014	14.1	6.3
Mar-2020	11.8	5.2



# Crisis amplifies existing limitations of education and training

Social distancing measures have severely disrupted education and training, with particularly problematic implications for young people in VET and in workplace learning, including apprenticeships.

The economic crisis has amplified existing misalignment between youth training trends and labour market needs, and highlighted the challenge of low retention and completion rates in youth oriented skills schemes.

## Learners may find themselves faced with three discouraging scenarios

1. Part-way through training and without access to workplace training for completion of their hours, and potentially a weak labour market demand once they graduate
2. Recently completed or near training completion and facing difficulty accessing work due to economic collapse within their target industry
3. Recently unemployed and turning to training to shift occupations/industries.

## In times of economic downturn, education and training rates go up

Young people (15-24) make up almost half (49.2%) of all Australian VET enrolments (**NCVER 2019**), making this group the most vulnerable to economic downturns that impact:

- the continuation of their training
- their access to workplaces to enable the Structured Workplace Learning components of their training
- sustainable and meaningful employment upon completion.

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During economic disruption, timely and effective careers guidance is crucial to support transition and mobility

In their 2019 joint statement on careers guidance, the **OECD, ILO, UNESCO, European Commission** and **Cedefop** provided evidence that:

- careers guidance is associated with economic and educational gains
- wage premiums of 10-20% for young adults have been linked to teenage participation in career guidance
- individuals with lower levels of qualifications are much less likely to use career guidance – but are more likely to need it because their jobs are at greater risk of automation.

Education and Training systems not equipped to meet demand for upskilling and reskilling

VET qualification completion rates remain low (NCVER 2020).

In 2019, only 27.5% of all VET graduates were employed in the occupation associated with their qualification (NCVER 2020), suggesting a misalignment between training and labour demand.

Pathways to several skill shortage and high demand occupations sit outside existing apprenticeship opportunities, therefore delaying entry to work as young people complete campus-based training.

# Previous economic crises indicate need for rapid and sustained action

The International Monetary Fund (IMF), World Bank and OECD indicate that the economic crisis triggered by the Covid-19 pandemic will be on par with the Great Depression of the 1930s. While projections are speculative, evidence from the years following the GFC may be instructive for the current crisis. This showed the long lasting effects on low skilled and precariously employed young people, and the need for both swift and sustained responses.

Lessons from previous crises suggest youth unemployment will spike and remain high

Post-GFC youth unemployment across the **OECD** rose to 19% and stayed high for up to two years. (OCED 2010a).

Youth labour markets have taken several years to recover from previous crises: "After the 1982-83 recession it took 52 months for the prime-aged employment rate to recover, whereas it has taken 113 months for us to get back to the August 2009 levels – that is almost as long as the impact of the 1990s recession" (Jericho 2020).

For disadvantaged young people, initial periods of unemployment can have long-term scarring effects

For disadvantaged young people lacking basic education, failure to find a first job or keep it for long can have negative long-term consequences on their career prospects that some experts refer to as “scarring” (p4, OECD 2010a).

Australian patterns of youth un/under-employment represent the ‘precariat’ (Standing 2011); those working precariously without long-term security and vulnerable to economic fluctuations.

The **OECD** has again called for prioritising labour market entry approaches and expansion of short-term work schemes in response to the emerging Covid-19 economic crisis in 2020 (OECD March 2020).

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## Skilling is key to recovery for low skilled young people accessing sustainable and secure work

Post-GFC recovery continued the trend, seen over the last 30 years, of stronger employment growth in higher skilled occupations.

Occupations with the highest skill level (Bachelor degree or higher) accounted for 45.1% of total employment growth over the past three decades.

Occupations commensurate with the lowest skill level (Certificate I or secondary education) accounted for only 9.4% of total employment growth. (Australian Gov, DESSFB 2020).

Following the GFC, evidence shows that best practice employment programs for disadvantaged jobseekers focus on job readiness and skills and provide a pathway to employment through work experience (Borland et al, 2016). This can be done at a local level through partnerships between service providers and employers.

## Reduction in youth unemployment will be a long-term process, requiring sustained effort

The **World Bank** has called for a cyclical Prepare-Cope-Recover framework for education and training, in response to predictions that Covid-19 impacts are likely to occur in several waves over the coming years.

Post-Covid responses will need to respond to the existing long-term ramifications of the post-GFC decline of youth labour market opportunities, which saw the youth employment population decrease by 4.3 percentage points from 2008-2019 (Borland 2020).

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# Why a standalone youth employment support?

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A National Youth Employment Framework is needed more now than ever before

# Why a standalone youth employment service is vital

## Vulnerable transitions to work

The school to work transition is a vulnerable point in the life course, with multiple major life changes in a relatively short period of time, including entry to the labour market (OECD 2016; Bowman et al 2015; Cuervo and Wyn 2011). Many young people ‘churn’ in and out of the labour force (Fry and Boulton 2013). This is amplified in economic crises.

## Targeted investment and resources are required to provide young people with the work experience, skills and networks required to gain and keep employment

Young people often lack experiences of workplace environments, ‘soft’ (employability) and ‘hard’ (technical and accredited) skills, and professional networks and contacts. Young employees often require higher costs of initial investment by business through work experience on the job training and supervision. These challenges are compounded for many young people by limited access to transport and financial means.

## Young people especially disadvantaged in changing labour markets

Pre-Covid modern labour markets are shifting due to the globalised effects of climate change, rapid technological change, and demographic change (Balliester and Elsheikh 2018; ILO). The scale of these changes has prompted the World Economic Forum (2016) to mark out a ‘fourth industrial revolution’. Young people experiencing disadvantage – who often have little or no work experience and emergent work readiness skills – are particularly vulnerable to unemployment and the ‘scarring’ effect from long-term unemployment and employment insecurity early in life, with associated negative impacts on future health and wellbeing (O’Higgins 2017 and OECD 2010b).

## Systemic barriers

The formality, regulation and bureaucracy of adult focused service environments can act as an access barrier to young people. For some young people, entering employment services may be the first time they have engaged directly with a government system, increasing their need for youth focused navigation assistance. Staff expertise in working with young people experiencing disadvantage are critical to developing the trusting relationships that facilitate engagement.

# Covid-19 economic crisis has intensified the urgency for a targeted youth unemployment response

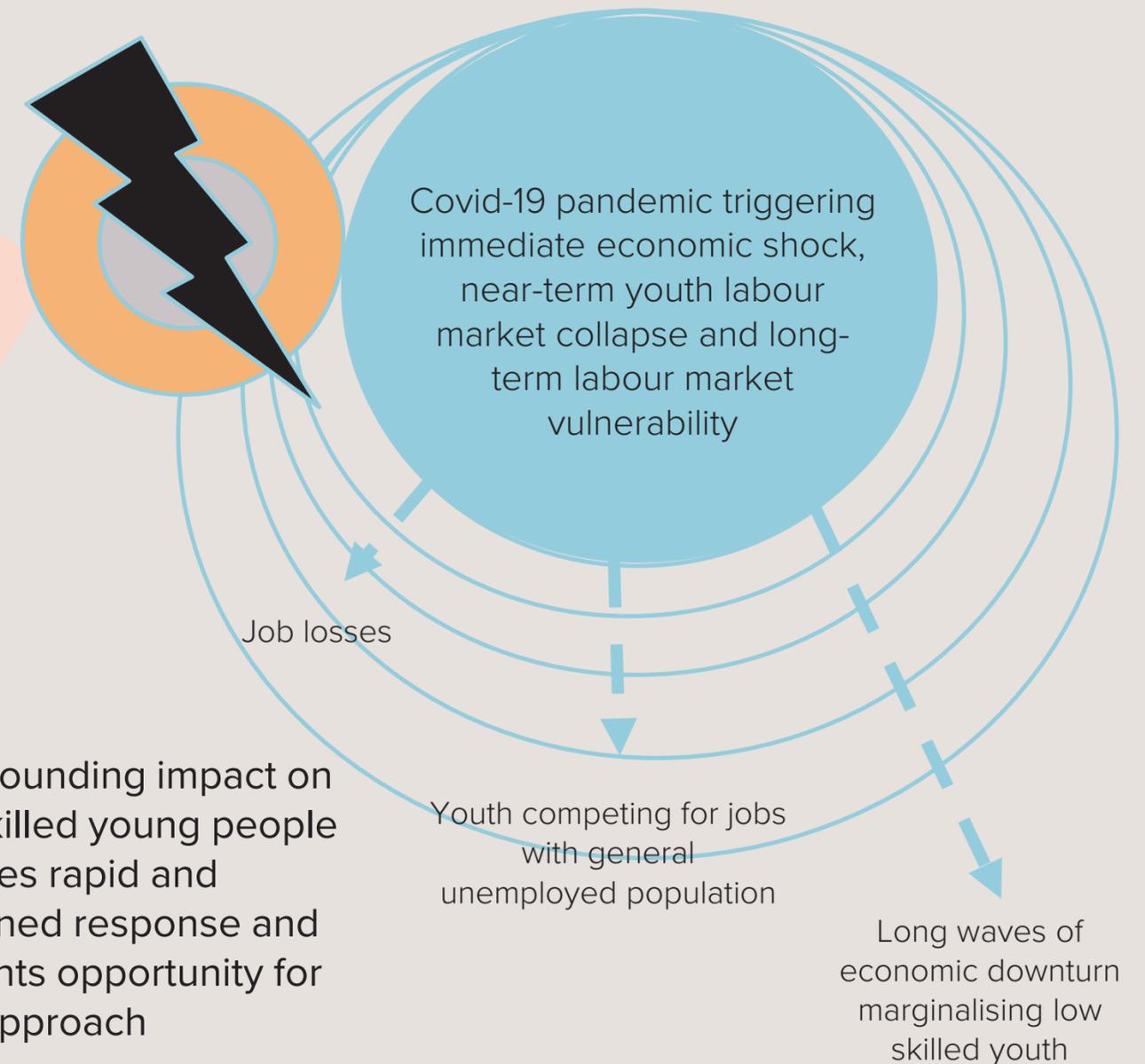
Pre-existing vulnerabilities of youth in transition from school to work driving recent appetite for reform

Reforms to vocational education in schools, marketisation of the VET sector and massification of higher education have failed to address NEET and youth unemployment (Skujins 2016, Clarke and Polesel 2013, Myconos, Dommers and Clarke 2018).

Youth unemployment has remained problematically high since the GFC

Emerging agenda and appetite for innovation and policy reform in the employment services, skills and youth transitions space (e.g. ATAR critiques, Joyce review, Macklin Victorian review, Shergold and Gonski NSW review)

Compounding impact on low skilled young people requires rapid and sustained response and presents opportunity for new approach



# Evidence of effective responses in a crisis and beyond

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What works to address youth un/ender-employment according to research and practice knowledges

Lessons from the GFC and recession:  
International and national responses to youth unemployment

What works now: International evidence for approaches to current and looming unemployment crisis

Evolution of standalone models, TtW and NYEB learnings

# Lessons from the GFC and recession

## International and national responses to youth unemployment

### Applying evidence-based lessons to BSL's implementation of TtW and NYEB

Emerging findings of the NYEB evaluation within regions experiencing concentrated youth unemployment have highlighted the utility of these international responses for prioritising labour market access. Findings from the TtW and NYEB evaluations are also consistent with this international evidence which highlights the importance of collaboration with the training sector, at both provider and system levels, to cultivate skilled pathways to sustainable labour market outcomes.

### European Union's Youth Guarantee

The European Union (EU) introduced a Youth Guarantee in 2013 in response to sustained youth unemployment following the GFC.

EU members committed to "giving every young person a good-quality offer of employment, continuing education, or an apprenticeship or a traineeship within a period of four months of becoming unemployed or leaving formal education" (Council of the European Union, 2013). This included:

- Activation policies
- Structural reforms to VET system
- Prioritisation of youth employment initiative (YEI) funds for regions with 25% youth employment or higher

While highlighting disadvantaged young jobseekers, these guarantees can be symbolic and depend upon structural changes that make suitable jobs available (Bowman et al 2015).

# Lessons from the GFC and recession

## International and national responses to youth unemployment

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### OECD guidance on avoiding the long-term scarring effects of economic crisis

Following the global spike in youth unemployment in the wake of the GFC, the OECD (Scarpetta et al 2010) advised policymakers:

- In the short term, a key policy priority is to provide adequate support especially to youth most at risk of losing contact with the labour market.
- To consider the expansion of apprenticeship and other employment-based pathways: "A promising avenue is to promote more extensively apprenticeship contracts for low-skilled youth where they can acquire at the same time skills and work experience" (OECD 2010a).

Review of evidence and evaluations also supports the effectiveness of careers guidance, career related coaching practice, and the coordination of cross sector public authorities, community and employers (Sweet 2012).

### OECD encourage prioritisation of labour market entry schemes and targeted support for displaced workers

In the wake of the GFC, the **OECD** pointed to "the international evidence from evaluations of training programmes for disadvantaged youth is not encouraging, and when unemployment levels rise suddenly, it may be difficult to meet both quantity and quality objectives for training programmes" (OECD 2010a).

In their guidance to policymakers addressing the needs of displaced workers, the **OECD** (2016b) advocate for an "approach covering all sectors of the economy, with the intensity of intervention tailored to the circumstances and needs of the displaced workers."

This includes "expanding the training component for displaced workers and making use of skills assessment and training to better target the training and enhance its effectiveness would also help displaced workers transition to sustainable jobs of a certain quality."

# What works now: International evidence for approaches to current and looming unemployment crisis

## Applying evidence-based lessons to BSL's implementation of TtW and NYEB

The evaluations of TtW and the NYEB are consistent with this international evidence and demonstrate the usefulness of multi-sector partnerships for identifying and responding to localised manifestations of systemic barriers facing young labour market entrants. The NYEB demonstration sites also highlight the importance of local knowledge sharing for understanding how different sub-groups of young people experience barriers differently.

## European Union approaches to low skilled population (CEDEFOP 2020)

Analysis of European Union policy and programmatic approaches to low skilled population highlights the need to take account of the develop responses founded on an understanding of the complex set of issues that give rise to this phenomenon.

Evidence from this study calls for an approach founded on a:

- “comprehensive...knowledge of the ‘determinants and effects’ of low skills
- typology of people with low skills, such as those with obsolete skills and mismatched workers“ enabling targeted responses recognising localised diverse need...
- nuanced understanding of low skill that accounts for four domains of 1) educational attainment, 2) digital skills, 3) cognitive skills and 4) those with medium level skill but at risk of skill loss.”

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## ILO's Guide on Measuring Decent Jobs for Youth

The **ILO** identifies four dimensions of “decent jobs for youth” that should be implemented and measured within policy responses and programmatic mechanisms:

1. Employment creation: e.g. targeted job creation for youth;
2. Employment quality: e.g. adequate earnings, working time, social dialogue (EBAs);
3. Employment access: e.g. participation of particularly vulnerable groups;
4. Employment skills: e.g. key employability skills and competencies of young people;

They emphasise the importance of disaggregation of youth labour market indicators by age, gender and location (rural/urban) to deepen understanding of labour market success and marginalisation of key vulnerable youth populations.

## Bring together diverse stakeholders beyond government and employment services

Both the **ILO** and the **European Commission** have in recent years advocated for the benefits of collaborative local efforts to address youth unemployment.

The European Commission, in identifying the approaches that work suggests that “to be successful, such partnerships must bring together not only public employment services (PES), the education sector and local employers, but must also involve youth organisations, non-governmental organisations (NGOs), and social and health services" (European Commission 2018).

The ILO has called for “tripartite social dialogue between Governments and Workers’ and Employers’ organizations”, suggesting it is a “key tool for developing and implementing sustainable solutions, from the community level to the global level. This requires strong, independent and democratic social partner organizations" (ILO, March 18 2020).

# Evolution of standalone models, TtW and NYEB learnings

## Evidence informed model

The international evidence has informed development of the TtW and NYEB models. This evidence is consistent with learnings from the BSL's own research, evaluation and practice expertise (Bond et al 2020). Working from a documented model and practice approach (Brown et al 2017, Monson-Wilbraham et al 2020), the BSL's has identified and tested the core program and practice elements in an evidence-based (fidelity) youth employment service model:

- Collaboration in local place that drives a national agenda
- Capabilities approach
- Collaborative commissioning

The TtW Community of Practice (CoP) has demonstrated how these elements can foster innovative and collaborative ways of working. Evaluation of the TtW CoP underlines the importance of:

- Career guidance
- Skills and capabilities building
- Real world opportunities
- Post placement support

The evaluation also confirms the fidelity model. Services that followed the TtW CoP model closely were more likely to meet or surpass government target for 12-week education/employment outcomes than services with less fidelity to the model (Bond et al. 2020).

## Local to national influence

Through government funding in 2018, the National Youth Employment Body (NYEB) has built upon the TtW CoP model's focus on place and collaboration to connect locally driven solutions to national policy impacts.

These innovative programs reimagine supply and demand issues.

They build young people's work capabilities by harnessing community resources and social networks in areas of high youth unemployment.

Key to their effectiveness is a rigorous process of real-time evidence-based design and adaptive implementation that builds upon the integration of research and practice knowledge.

Emerging findings of the NYEB evaluation (Borlagdan et al, unpub.) include:

- NYEB prioritises collaboration and coordination over competition. The cross-sector response encourages services/programs to work together to share in employment related outcomes.
- CICs contribute localised knowledge solutions to systemic challenges.
- Collaboration is action oriented and solution focused. CICs are identifying employment opportunities and developing related pathways.

# Evolution of standalone models, TtW and NYEB learnings



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# How do we recover youth employment out of crisis?

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The mission, mechanisms and tools that inform a National Youth Employment Framework

# Casting a new trajectory out of crisis

The global Covid-19 pandemic marks a seismic shift in the labour market. Business as usual will not be possible in the face of changes to the industries we work in, who we work with, and how we work.

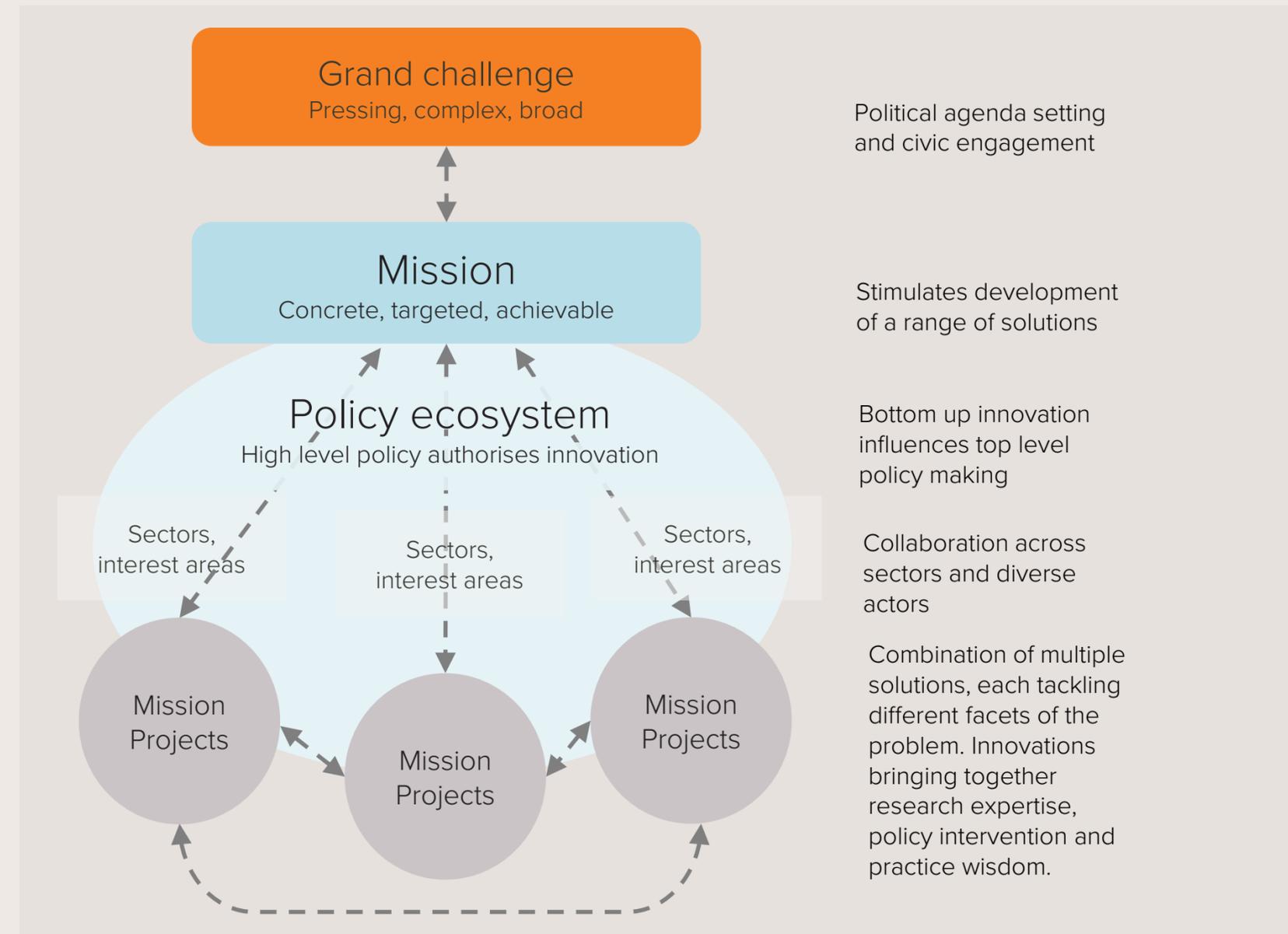
A new National Youth Employment Framework is needed to transform the youth employment system. To give this ambition shape, we focus upon the mission to recover youth employment.

## Mission-oriented research, practice and policy

Economist Prof Mariana Mazzucato argues that meaningful economic growth requires direction (Mazzucato 2018). Her model of mission-oriented research and policy helps to steer us towards social change that is just and sustainable.

She places collaboration at the centre of the pursuit of a just future. This includes collaboration amongst diverse actors (community, all levels of government, and business), and across different sectors (employment, education and training) to drive investment.

We have adapted her model to illustrate how the policy ecosystem authorises innovation at the nexus of research, policy and practice which in turn is fed back up to inform system reform.



# Mission recover youth employment

## Existing imperative for action on youth unemployment

Urgency driven by economic crisis

Learnings from prolonged severity of previous economic crises

Opportunity in crisis to effect lasting reform

Social expenditure needed as key feature of recovery and reconstruction (UN/DESA 2020)

High rates of youth unemployment and insecure, low skilled youth employment opportunities

By 2030:

1. Increase by 10% the proportion of new skilled entry level jobs accessible by young people in high youth unemployment regions
2. Increase by 50% those with working adequate earnings and with decent conditions
3. Decrease by 50% the proportion of 20-24 year olds who have not completed a post-school entry-level qualification and decrease by 50% the proportion of 15-19 year olds who have not completed a Year 12 equivalent.



Evidence informed model

## Key tools

### Capabilities Approach

Recognising capabilities of young people and harnessing community networks to create opportunities for meaningful work

Collaboration in local place that drives national agenda  
Amplifying local knowledge to strengthen localised solutions that also inform and drive system change

### Community Investment Committees

Engaging with employers to enable job ready young people access to opportunities for decent work

### Collaborative Commissioning

Driving authorised collaboration within community, producing multiplier effect of positive outcomes for young people and their communities

# Mission mechanisms collaboration and innovation

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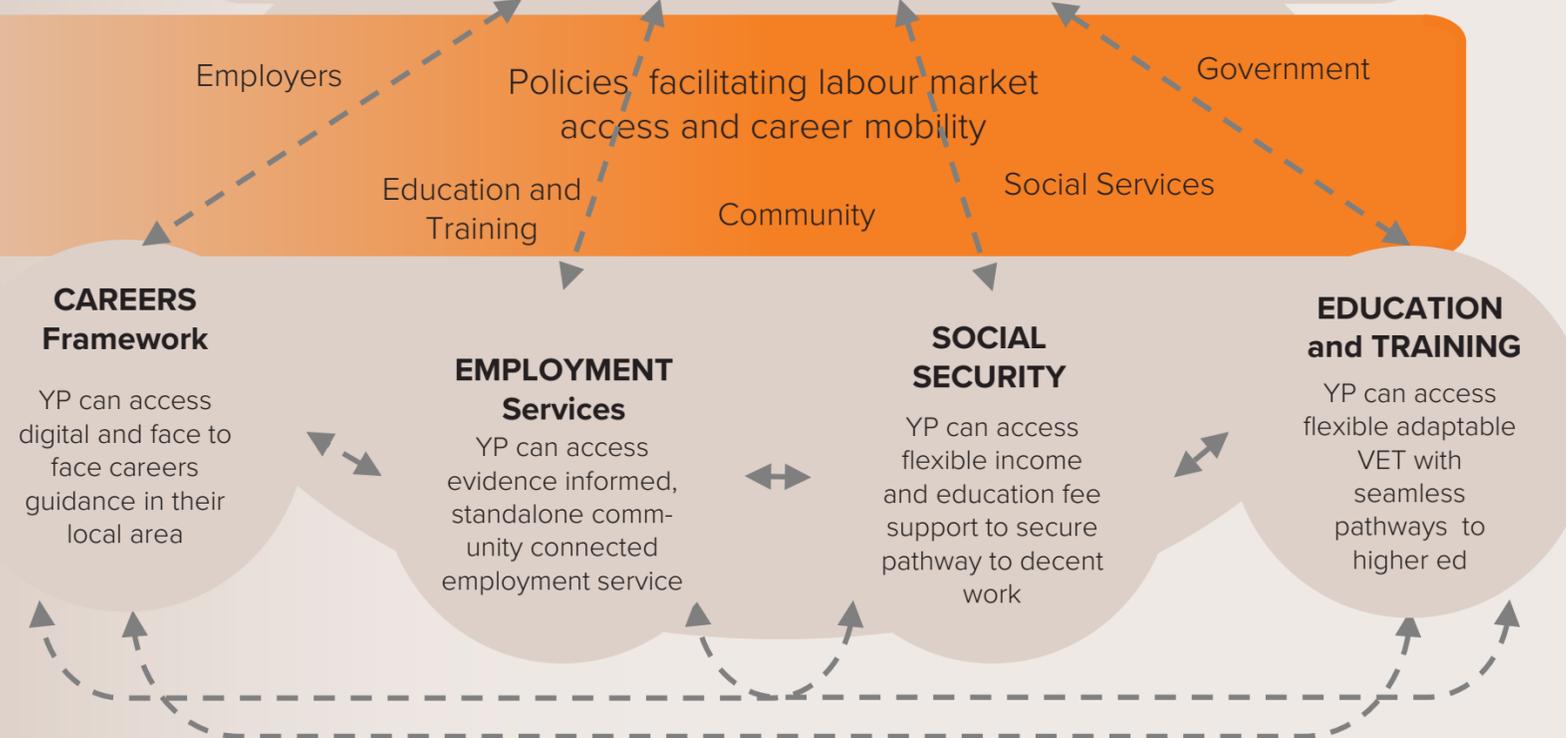
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Developing solutions

Cross sectoral responses that draw on the expertise and address the needs of all key stakeholders. Collaboration serves as an alternative to market-based and hierarchical modes of coordinating relationships, and instead relies on establishing a high level of trust and a strong commitment to sharing responsibilities and risks around a common aim.

Bottom-up initiatives bringing together research expertise, policy intervention and practice wisdom

# Mission mechanisms enabling organisation



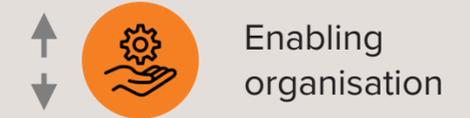
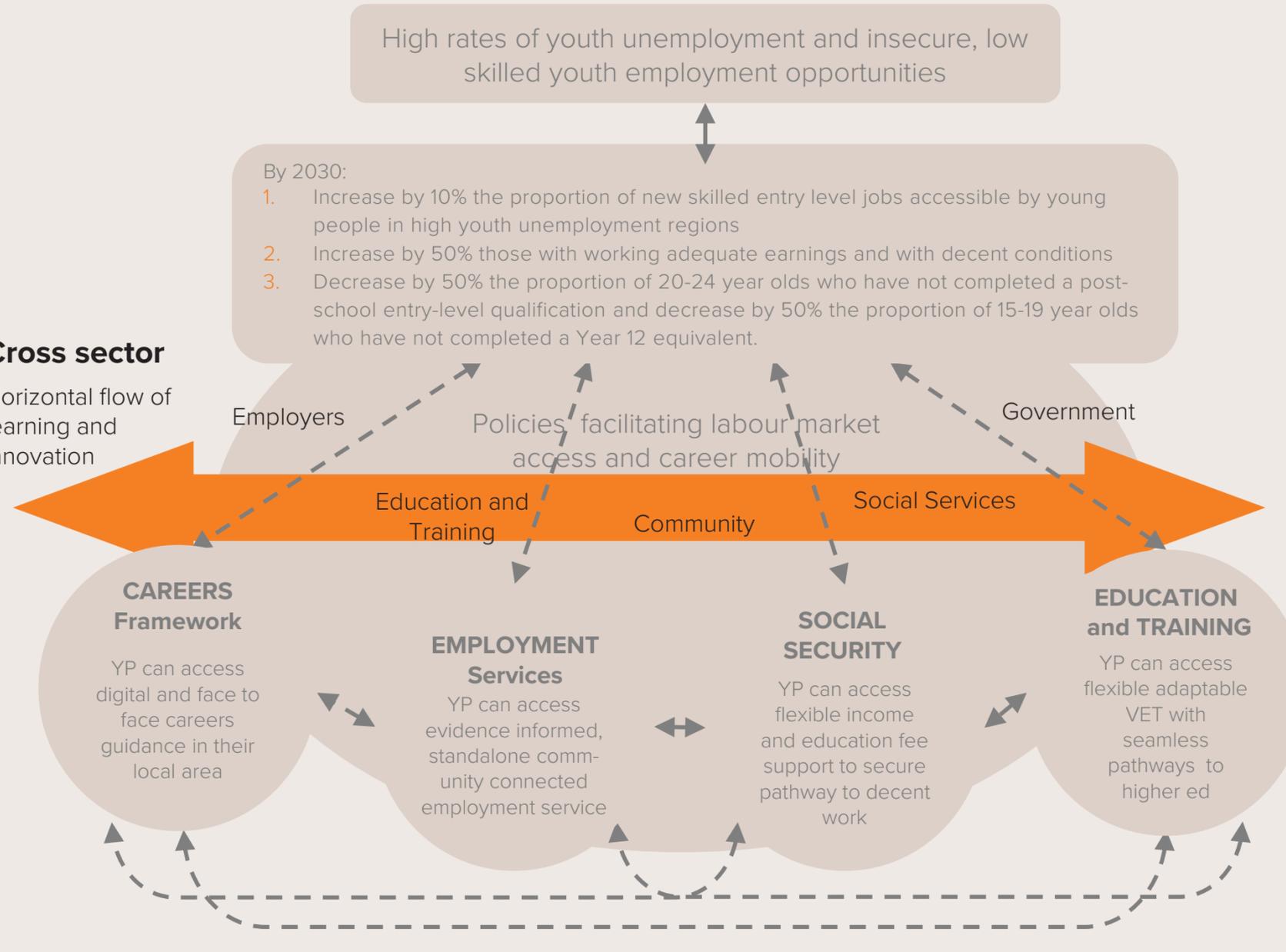
## Local to national

Vertical flow of influence: top down, bottom up



## Cross sector

Horizontal flow of learning and innovation



An enabling organisation facilitates coordination and collaboration amongst partners. It ensures an authorising environment built on shared objectives and trusting relationships. They do this along vertical top down and bottom up flows of influence, and horizontal flows of learning and innovation across projects. The work represented by these flows include:

- co-developing flexible employment strategies
- facilitating interconnected local and national governance structures that inform coordinated and coherent policy making
- model and practice development, resources, training, and translation
- collation and utilisation of community expertise, data and evidence to inform model development

# Evidenced informed National Youth Employment Framework

## Key Tools for elevating impact

The TtW CoP and NYEB are examples of the BSL's place-based approach that enables local innovation and adaptation of employment pathways to meet the aspirations and capabilities of young people, and the needs of local employers. Collaborative governance mechanisms at multiple levels ensure these innovations have national reach. The place-based approach anchors the key tools of the fidelity model for youth employment

**EMPLOYMENT Services**  
 YP can access evidence informed, standalone community connected employment service

Key tools	Bottom-up initiatives	Testing and implementation	Evidence	
<p><b>1. Capabilities approach</b></p>	<p>Youth employment services foster capabilities of young people while also building partnerships with employers that creates new work opportunities for young people</p>	<p>TtW CoP delivers a capabilities approach through delivery of Advantaged Thinking practice which recognises and invests in the skills, capabilities and assets of young people and harnesses the necessary resources, opportunities and networks of the community to enable young people to engage in work they have reason to value.</p>	<p>Policy and programmatic sectors are increasingly looking to the capabilities approach as a way of providing more productive and effective responses to address complex social issues (OECD 2015).</p>	<p>Brought together by an enabling organisation</p>
<p><b>2. Collaboration in local place that drives national agenda</b></p>	<p>Local community knowledge contributes to and strengthens localised employment solutions that also inform and drive system change</p>	<p>NYEB Community Investment Committees (CICs) develop action plans that identify local workforce needs and opportunities. Employers, training providers and employment services co-design training and support pathways to prepare young people to meet those needs and enable them to gain meaningful employment.</p>	<p>OECD (2014) has suggested local collaboration between Australian employment services and training providers, business and welfare organisations is ad hoc and unstructured.</p>	

# Evidenced informed National Youth Employment Framework

## Key Tools for elevating impact

The TtW CoP and NYEB are examples of the BSL’s place-based approach that enables local innovation and adaptation of employment pathways to meet the aspirations and capabilities of young people, and the needs of local employers. Collaborative governance mechanisms at multiple levels ensure these innovations have national reach. The place-based approach anchors the key tools of the fidelity model for youth employment

**EMPLOYMENT Services**  
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Key tools	Bottom-up initiatives	Testing and implementation	Evidence
<p><b>3. Community Investment Committees</b></p>	<p>Collaboration and co-design with employers enables job ready young people access to opportunities during recovery period</p>	<p>Employers lead CICs and invest in shaping local workforces by increasing understanding of demand side issues of local labour markets in real time. This informs local learning and work pathways. Mechanisms such as the National Employers Reference Group also enable employers to link to and inform National program and policy initiatives.</p>	<p>ILO (2020) has called for tripartite social dialogues between government, workers and employers at the community level, as part of post-Covid employment recovery.</p>
<p><b>4. Collaborative commissioning</b></p>	<p>Authorised collaboration within community driven by enabling organisation has an employment multiplier effect by working alongside stakeholders to intentionally develop employment opportunities for young people that are aligned with employers needs</p>	<p>The TtW CoP drives outcomes by supporting the effective national implementation of an evolving fidelity model consisting of local to national collaboration. The CoP facilitates online sharing of practices and resources. The model is intended to have a multiplier effect over time – improving service performance and practice to increase outcomes for young people beyond what member services can achieve alone.</p>	<p>Competition increasingly homogenised services while compliance regimes may have hindered providers’ flexibility to respond to the needs of service users (see Horn 2013, Considine et al 2001). Participation of non-government stakeholders in formal decision making, rather than mere consultation is vital (see Ansell and Gash 2008)</p>

Brought together by an enabling organisation

# Clear vision of impact

The National Youth Employment Framework has an intersecting set of impacts across types of stakeholder and time.



Who benefits	Medium term impact	Long term impact
<b>Young people</b>	In training and education that provides real world experience and that sets them up for decent, sustainable, and meaningful work. Access to meaningful careers guidance in line with advantaged thinking coaching	Young people are participating in decent, sustainable and meaningful work
<b>Communities</b>	Identify local employment needs and opportunities, value collaboration over competition, capabilities and skills building prioritised with regard to industry shutdowns most impacting young people's employment and skill attainment.	Collaboration multiplies positive employment outcomes for young people and their communities
<b>Employers and industry</b>	Deeper understanding of the complexity of existing occupational demographic patterns and localised employment ecosystems. Challenge barriers to demand side employment issues to meet industry needs.	Employers share responsibility of promoting young people's employment pathways into secure and decent work
<b>Employment and education and training systems</b>	A systemic place based approach that keeps young people in contact with the labour market, and avoiding the "scarring effect" of long-term exclusion. Collaborative planning for young people's employment pathways looks beyond low skilled and casualised employment, and enables emerging pathways for young people into skilled occupational trajectories.	Systems facilitate career transition and occupational mobility during structural shifts such as those triggered by economic crisis

# Post-pandemic recovery

Evidence search for 'what works'

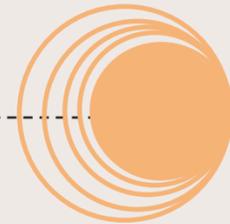


## Understanding the short, medium and long term impact of crisis

Post-GFC lessons on the disproportionate and long-term effects on youth employment.

International evidence on best practice informs yet must be translated to local context and systems.

Impetus for change



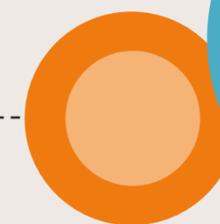
## Accelerates alongside recovery efforts

Efforts to scale key elements of existing innovations like TtW CoP and NYEB.

National Youth Employment Framework that aligns government initiatives to an evidence informed (fidelity) model. This maximises investment in policy and programs while reducing duplication across states and federal level. It highlights the collaborative partnerships in local communities that maximises existing economic and social resources.

A focus on skills and capability expansion through advantaged thinking coaching could also be scaled by reform to the VET sector.

Systematise change



## Window of opportunity to inform systemic reform

Systematising key elements and effective mechanisms that drive outcomes in place.

Embedding a consistent framework for governance, key elements, and a fidelity model.

National youth employment programs that connect local level community investment committees to a federal community of interest interagency secretary group.

Strategic alignment between state and territory employment programs with federally funded frameworks.

### EMPLOYMENT Services

YP can access evidence informed, standalone community connected employment service

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# What can we do?



A youth employment service model that works

We need to expand the current youth employment service offer, Transition to Work, and invest in Transition to Work **PLUS**. This should include:

- All young people who are unemployed to be referred to TtW and not to Job Active (the adult employment service)
- An investment in **community led solutions** that address local youth unemployment.
- Funding to support business-led **Community Investment Committees** that marshal government and community resources. These committees directly link supply and demand in ways that will improve employment outcomes for business, young people and community.

# TtW Plus—a youth specific employment service model

As a youth specific Employment Service, TtW is best placed to meet the immediate service needs of young people and employers in an emerging economy. The TtW PLUS model builds on the youth focused and community embedded model of the TtW Service. It will harness multi-sectoral partnerships to align investments and efforts in place, including complementary alignment between state and territory employment and education initiatives and federal frameworks.

## EMPLOYMENT SERVICES

Evidence informed model driving effective pathways to employment

### Capabilities Informed Practice

- Advantaged Thinking practice invests in young people's potential to build aspiration, motivation and engagement
- Careers Guidance and Exploration through goal setting, pathway planning and experiential learning

### Place Based Collaboration

- Strong connections to local employers and education and training providers enabling
- Rapid connections to emerging work opportunities in local labour markets
- Skills building and career development through access to real world opportunities such as work experience, internships, apprenticeships

### Collaborative Commissioning

CoP facilitates collaboration between service providers to share learning and resources enabling adaptation and innovation that responds to new economic contexts: ie online service delivery and engagement

### Community Investment Committee

Links key players and networks in a local community including employers, education and training providers, community and all levels of government, to:

- Gain real time data and intel on local employment needs and supply and demand issues
- Co-design coordinated education and training responses that lead to flexible work pathways that are mutually beneficial for both young people and business.
- Provide all levels of government with a consistent line of communication to inform policy and programmatic responses throughout and beyond the Covid-19 crisis.

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