

Commission on Poverty (CoP)
Task Force on Children and Youth
“From Welfare to Self-Reliance” -
Proposed District Pilot “My STEP” – Supplementary Information

Purpose

At the CoP meeting on 12 September, Members were briefed on CoP Paper 23/2005. This paper provides supplementary information to further elaborate on how the proposed pilot fills an existing service gap, and how it proposes to enhance cross-bureau collaboration to provide a continuum of assistance to help CSSA youths back to employment and self-reliance.

Nature of current assistance to unemployed youths

2. CoP/TFCY Paper 1/2005¹ sets out different programmes currently offered by different bureaux to help non-engaged youths (NEYs)². There are two main established programmes which have demonstrated effectiveness in helping unemployed youths back to employment -

Social Welfare Department (SWD)'s initiatives are targeted at those already receiving CSSA to help them leave the CSSA net and back to employment. In the particular case of the Intensive Employment Assistance Projects (IEAPs) some participants also come from the group of “near CSSA recipients”;

Labour Department (LD) offers a more mainstream type of youth employment programme e.g. Youth Work Experience and Training Scheme (YWETS).

3. In addition, as an effort to address the NEY problem, the Task Force on Continuing Development and Employment-related Training for Youth (TFCDETY) was established in March 2004 under the Education and Manpower Bureau to, amongst other tasks, administer the Youth Sustainable Development and Engagement Fund to finance pilot projects on employment-related training programmes for NEY. As present, 15 pilot projects have been approved by TFCDETY, benefiting more than 4,600 youths.

¹ Please visit CoP's website for CoP/TFCY Paper 1/2005 “An Overview of Existing Services for Children and Youth Relevant to Intergenerational Poverty”

² “Non-engaged youths” generally refers to young people aged 15 to 24 who are unemployed and not pursuing further studies.

Importance of motivation elements in youth programmes

4. In recognition of the importance of motivation elements in youth programmes, some Module A training courses on discipline under LD's Youth Pre-employment Training Programme (YPTP) has incorporated such elements, including short (usually 2 days 1 night) experiential-type of motivation programmes. However, as mainstream youth employment programmes, YWETS targets at youths *in general*. Likewise, though eight of the TFCDETY pilot projects cover elements that aim to motivate NEY to seek self-improvement and work, with some incorporating experiential/adventure type of training, they do not specifically target at youths already on CSSA or belong to the near CSSA cases.

5. The existing Support for Self-reliance (SFS) Scheme of the SWD, which was introduced to help CSSA recipients back to work, does not include built in tailor-made motivation programme which target at the needs of youths under CSSA or near CSSA cases³ even though counseling elements normally feature. Given the low level of motivation of some of the CSSA youths, without suitable interface, the mainstream employment programme like YWETS may not be able to cater for their specific needs.

6. An outline of the nature of the employment-related programmes is set out at [Annex A](#). [Annex B](#) attempts to capture the different positioning of the different initiatives.

Fulfilling existing service gap

7. By July 2005, 2 034 youths aged between 15-24 had participated in IEAPs, of these, 704 remain unemployed. These young people have already been CSSA recipients for an average of five years. Among them, around 30% have never worked. For details, please refer to [Annex C](#). Left unattended, the non-engaged youths that fail to be motivated by our existing programmes will probably continue to be non-engaged even when they have reached middle age and they unlikely will provide good role model for their siblings and in future, children. The proposed pilot aims to build on the current assistance to unemployed youths set out above, and strengthen the assistance to those most in need, i.e. youths already on CSSA, especially those "hard-core" cases who have been on CSSA for a long period, and fail to be motivated through the existing IEAPs, which are currently, as the name suggests, the most intensive offering of the SFS Scheme.

³ Individual NGOs running IEAPs have on their own initiatives organized special programmes for youths on a small scale. SWD has also just started running pilot Community Work Programmes with at least one tailor-made for youth.

8. There are two key elements in the proposed pilot -
 - (a) new tailor-made motivation programmes for the hard-core cases among CSSA youths, and
 - (b) enhanced interface with other existing employment assistance to help these youths after their participation in the motivation programmes.

New tailor-made motivation programmes

9. The proposed pilot aims to test out the suitable type of motivation programmes for the hard-core cases among CSSA youths above. The proposed new tailor-made motivation programme for CSSA youths will draw on experience of other motivation programmes which have been implemented locally, as well as overseas experience. Given the low level of motivation of the hard-core cases, as a start we propose to experiment an experiential-type of motivation programme with an intensive disciplinary element. Members will be briefed on the details at the meeting.

Enhancing interface with other existing employment programmes

10. In order to obtain the optimal transfer of experience from the motivation programme and to ensure the best possible chances of successful job placement, we propose that a NGO experienced in handling youth motivation/unemployment will be tasked to follow up the 50 youths selected to join the pilot programme. Relevant officers from the NGO will be expected to join the initial and final parts of the motivation programme together with the 50 youths in order to facilitate subsequent follow up, including ensuring transfer of efficacy from adventure to work, leading eventually to job placement and hopefully job retention.

11. SWD, LD and EMB as well as the relevant NGOs would work closely together to provide a continuum of assistance to help these hard-core cases of CSSA youths back to employment and self-reliance. Subject to the outcome of the pilot, we will evaluate whether and how the pilot should be extended.

Advice sought

12. Members are invited to consider the supplementary information provided above in relation to the proposed district pilot set out in CoP Paper 23/2005.

Commission Secretariat
September 2005

Nature of Employment-Related Programmes Provided by Government

Programme	Target Group	Prime objective	Nature of intervention
<u>Social Welfare Department</u> Support for Self-reliance (SFS) Scheme consisting of Active Employment Assistance; Community Work (CW) and Intensive Employment Assistance Projects (IEAPs)	Able-bodied unemployed on CSSA ¹ including youths (Number of able-bodied CSSA youths from 15 – 24 : 3 750 as at end 2004)	To help able-bodied CSSA recipients back to employment	<u>Employment assistance targeted at CSSA recipients</u> Non-employment related counseling plus employment related assistance - <ul style="list-style-type: none"> • employment counseling (including active job matching); • providing job seeking/soft skills training; • providing post employment support; and • CW to establish work habits. IEAPs are delivered by individual NGOs.
<u>Labour Department</u> Youth Work Experience and Training Scheme (YWETS)	Unemployed youths between 15 – 24 with education attainment below degree level (Size of target group: Unemployment figure for the 15-24 cohort stands at 57 000 as at June-August 2005 An Action S4 Programme is implemented for disadvantaged youth	To enhance employability of youths with low education background	<u>Mainstream youth employment programme</u> (Not targeting at CSSA youths but CSSA youths who join these programmes will be exempted from the requirements of the SFS Scheme) On-job work experience plus employment related assistance - <ul style="list-style-type: none"> • employment counseling (including active job matching); • providing job seeking/soft skills training; and • providing post employment support.
<u>Education and Manpower Bureau</u> Pilots under the Task Force on Continuing Development and Employment-related Training for Youth	All NEYs (Size of target group: 73 600 as at May-July 2005)	To administer the Youth Sustainable Development and Engagement Fund to finance pilot projects on employment-related training programmes for NEYs.	<u>Employment-related training programmes for NEYs</u> (Not targeting at CSSA youths) Eight of the fifteen pilot projects cover elements that aim to motivate NEY to seek self-improvement and work. Some of these projects include experiential/ adventure type of training.

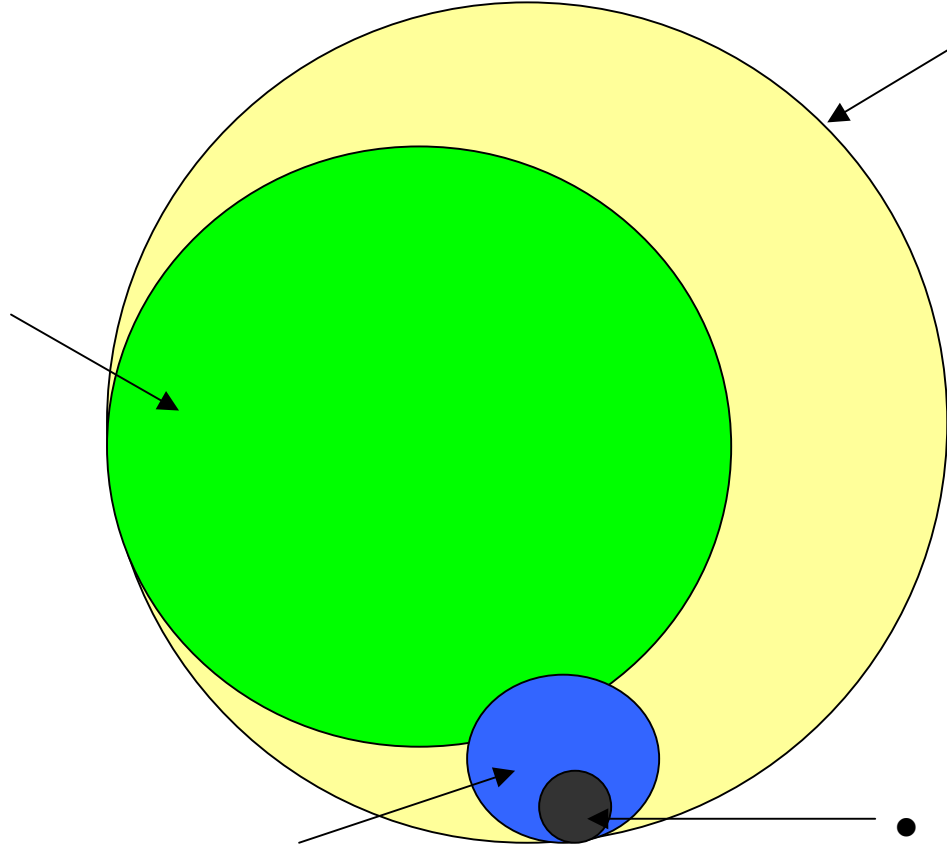
¹ IEAPs also cater for some “near-CSSA” cases with a high risk of falling into the CSSA net.

Employment-related assistance for youths (15-24)

Mainstream employment programme -YWETs

(target group: unemployed youths with low education, approximately 57 000 as at June-August 2005)

NEYs (73 600 as at May-July 2005). Pilots being tested by TFCDETY on employment-related training



Youth on CSSA
3 750 as at end 2004

Pilot “My STEP”

- Youths on CSSA for a long duration.
- Unable to be motivated by IEAPs/SFS targeted at youths on CSSA

Employment profile of IEAP participants aged between 15-24

		Oct 2003 - Sep 2004 (40 projects)	Oct 2004 - Jul 2005 (70 projects)	Total
No. of Participants Age between 15 - 24 (a)	(i) CSSA	683	1351	2034
	(ii) Near-CSSA	126	372	498
	Total	809	1723	2532
Employed* (b)=(c)+(d)	(i) CSSA	451	879	1330
	(ii) Near-CSSA	93	220	313
	Total	544	1099	1643
Full-time Employment* (c)	(i) CSSA	380	606	986
	(ii) Near-CSSA	85	163	248
	Total	465	769	1234
Part-time Employment* (d)	(i) CSSA	71	273	344
	(ii) Near-CSSA	8	57	65
	Total	79	330	409
Unemployed (e)=(a)-(b)	(i) CSSA	232	472	704
	(ii) Near-CSSA	33	152	185
	Total	265	624	889

* Reported by IEAP operating agencies

Range of CSSA duration for unemployed youth (i.e. group (e)(i) above)

CSSA duration (up to July 2005)	Oct 2003 - Sep 2004 (40 projects)	Oct 2004 - Jul 2005 (70 projects)	Total
< 1 year	6	77	83
1-<2 year	56	55	111
2-<5 years	71	127	198
over 5 years	99	213	312
Total	232	472	704
Mean duration (years)	5.1	5.2	5.2

Unemployed period for unemployed youth (i.e. group (e)(i) above)**

Unemployed period***	Oct 2003 - Sep 2004 (40 projects)	Oct 2004 - Jul 2005 (70 projects)	Total
< 1 month	76	161	237
1 - < 6 month	46	69	115
6-<12 month	19	25	44
1-<2 years	13	20	33
>= 2 years	27	47	74
Never worked	51	130	181
Total	232	472	704

** no information on near CSSA recipients

*** unemployed period is reported by the participants when they are enrolled in the SFS Scheme