



WAPES G7 Working Group
on
Addressing Labour Market Challenges



Public Employment Services and Demographic Changes

-

G7 Working Paper

(2025)

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Preface

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It is with both pride and a deep sense of responsibility that I share this working paper on behalf of the World Association of Public Employment Services (WAPES) G7 Working Group. This paper not only captures the current realities shaping our labour markets, but also embodies our shared commitment to equipping Public Employment Services (PES) with the insights, strategies, and innovations needed to confront one of the defining global challenges of our time: demographic change.

Across G7 countries, PES are playing a pivotal role in reshaping the world of work—from driving digital transformation and supporting active aging, to fostering inclusive participation and aligning skills with evolving market needs. This publication brings together the wealth of knowledge from across our network, highlighting effective practices, thoughtful policy responses, and valuable institutional learning that can serve as inspiration to PES around the world.

At WAPES, our mission is rooted in international collaboration and professional exchange. This report reflects that spirit, and I am sincerely grateful to all those who contributed - members, experts, and colleagues - whose national experiences and global outlook have enriched its content.

Together, let's continue shaping a labour market that is future-ready, inclusive, and resilient.

Acknowledgement

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As lead of the G7 Working Group on Demographic Change, I am honoured to introduce this working paper. Since spring 2024, colleagues from Public Employment Services across the G7 have collaborated with dedication, expertise and openness. Together, we examined how demographic shifts are reshaping labour markets and the role of PES in addressing them.

This paper reflects the fruits of that collaboration, combining research, exchange of practices and shared reflections. I extend my sincere thanks to all members of the group for their contributions, and I hope that the insights presented here will support PES in navigating demographic change with confidence and foresight.

At the midterm workshop on ageing populations, held at France Travail headquarters in November 2024, the G7 Working Group also benefited from the contributions of international partners, including the International Labour Organization (ILO), the Organisation for Economic Co-operation and Development (OECD) and the European Commission (EC). Their insights at that stage helped to stimulate reflection and enrich our discussions. I warmly thank them for sharing their expertise with us.

Disclaimer

The information presented in this document is based on contributions from WAPES G7 group members and is intended for informational purposes only. While efforts have been made to ensure the accuracy and completeness of the content, it may not reflect the most current developments or policies. Readers are encouraged to verify specific details and consult relevant sources for the latest information. The authors and WAPES accept no responsibility for any errors or omissions. *Please note that the United States is no longer a member of WAPES, and consequently not of the WAPES G7 group, as of January 2025, and did not contribute to the final two chapters of this report*

1. Introduction

WAPES, an association for its members, by its members

WAPES, which stands for the World Association of Public Employment Services, was established in 1988 by six countries - Canada, France, Germany, the Netherlands, Sweden, and the United States - with support from the ILO. During this period, PES were experiencing significant structural reforms. In this context, WAPES was seen as crucial for fostering connections among various institutions, promoting the exchange of information and experiences, and enhancing cooperation between more developed and less developed PES.¹

Since its inception, WAPES has experienced growth in both interest and membership. As of 2025, after 37 years, WAPES remains a unique and global networking platform, encompassing 74 member countries and their PES across five continents. Today, WAPES continues to promote international cooperation by organizing conferences, workshops, and seminars that facilitate networking and knowledge exchange among PES. Additionally, WAPES supports information sharing through publications and online resources, offers training and technical assistance to bolster PES capabilities, and encourages collaborative projects to address common challenges. These activities help to strengthen connections, share best practices, and improve cooperation between more developed and less developed PES.

In the current context, PES are increasingly in the spotlight as they implement policies and strategies to directly benefit their customers, addressing their needs beyond mere operational levels.

In light of globalization and major labour market megatrends - such as the rise of automation and Artificial Intelligence (AI) transforming job roles and skill requirements, demographic shifts like aging populations affecting workforce dynamics, the growth of remote work and the gig economy reshaping employment patterns, skills mismatches driven by rapid technological advancements, globalization impacting job availability and wages through increased competition and outsourcing, and a heightened focus on sustainability creating demand for green jobs and skills in renewable energy and environmental sectors - PES are more vital than ever.²

To help PES adapt to these evolving challenges, WAPES has relaunched the WAPES G7 Working Group on Changing Labour Markets. This group gathers PES expertise and best practices to address current issues, with a focus for 2024 on how PES can effectively respond to demographic changes.

The goal of this paper is to provide an overview of the G7's labour market challenges and highlight best practices for other countries. The primary objective of WAPES remains to foster cooperation among nations worldwide.

¹ "Our History," WAPES, accessed June 18, 2025, [Our history - WAPES](#)

² "Future of Jobs Report 2023," World Economic Forum, April 30, 2023, https://www3.weforum.org/docs/WEF_Future_of_Jobs_2023.pdf

A WAPES G7 Working Group to support structural transformation of labour market

According to the OECD, the G7 (Group of 7) is an inter-governmental forum comprising Canada, France, Germany, Italy, Japan, the United Kingdom, the United States, and the European Union. Beyond addressing global financial challenges, the G7 has evolved into a prominent forum for discussing broader development, environmental, and social issues, including through the engagement of emerging and developing economies. This engagement is crucial as their work on labour markets plays a significant role in shaping sustainable economic growth and development globally.³

The G7 influences labour markets by coordinating policies and sharing best practices to address common challenges, fostering economic stability essential for job growth. Through promoting open trade and investment, the G7 facilitates market access and job creation. It also tackles social issues like gender equality and workers' rights to create more equitable labour markets. Investment in innovation and technology by G7 countries transforms labour markets by creating new opportunities while managing technological transitions for workers. Additionally, the G7's global initiatives and partnerships support labour market development in emerging and developing economies, enhancing their integration into the global economy.

Currently (2025), Canada holds the G7 Presidency, while it was held by Italy in 2024. During the opening of the first technical meeting of the G7 Labour Ministers on February 8, 2024, Italian Minister of Labour and Social Policies Marina Calderone highlighted the significant risks and opportunities posed by Artificial Intelligence, the importance of investing in human capital and skills, and the impact of demographic trends on the labour market.⁴

In this context, it has become clear that WAPES and its members are crucial in shaping collaborative efforts under the G7 Labour Ministers' agenda to address these key megatrends. WAPES is tasked with uniting all G7 countries and their respective PES into a single working group, as outlined in the former Labour and Employment Ministerial Declaration (LEM). This initiative, which will be reiterated in the forthcoming Italian Declaration, underscores the importance of WAPES work on demographic change. Addressing these challenges is vital for enhancing the integration of emerging and developing economies into the global economy and ensuring that labour markets can adapt effectively to these evolving trends.

For further context, please refer to the latest LEM declarations from the German Presidency⁵, the Japanese Presidency⁶, and the Italian Presidency.⁷

³ "OECD and G7," OECD, accessed June 18, 2025, [OECD and G7 | OECD](#)

⁴ "G7 Labour, first technical meeting in Rome," Ministry of Labour and Social Policies, February 9, 2024, [G7 Labour, first technical meeting in Rome | Ministry of Labour and Social Policies](#)

⁵ "Just transition: Make it work: Towards decent and high quality work in a green economy," Federal Ministry of Labour and Social Affairs, May 24, 2022, [Just transition: Make it work Towards decent and high quality work in a green economy](#)

⁶ "Investing in Human Capital," MHLW, April 22-23, 2023, [G7labour](#)

⁷ "Towards An Inclusive Human-Centred Approach For New Challenges In The World Of Work," G7 Italia, September 12-13, 2024, [G7 2024 Labour Declaration](#)

2. G7 Public Employment Services: Organisational Structures and Their Role in Addressing Demographic Challenges

This publication aims to showcase our WAPES members who play a crucial role within the G7 framework. The organizations are listed in alphabetical order as follows:

- **Canada:** Job Bank of Canada⁸
- **France:** France Travail⁹
- **Germany:** Bundesagentur für Arbeit¹⁰
- **Italy:** Ministry of Labour¹¹
- **Japan:** Ministry of Health, Labour and Welfare¹²
- **United Kingdom:** Department for Work and Pensions¹³
- **United States of America:** National Association of State Workforce Agencies¹⁴

This collective represents the diverse Public Employment Services across G7 nations, aiming to facilitate the structural transformation of the labour market.

In the following, readers will find an overview of each PES and the role of the PES in addressing demographic challenges.

2.1 Canada: Job Bank of Canada¹⁵

Canada's public employment service is delivered across two levels of government: The electronic labour exchange and Labour Market Information platform is offered through Job Bank – the federal government. Employment support assistance is offered by Canada's provincial and territorial governments through 800 employment centres across Canada.

Job Bank connects job seekers to these provincial and territorial employment centres which provide access to services such as personalised, in-person assistance with skills assessments; preparing for an interview; employment counselling and training program referrals. Employers and job seekers interact with both levels of Canada's PES.

How Job Bank Addresses Demographic Change

Canada's Public Employment Services are delivered across two levels of government.

The Government of Canada's largest and most impactful investment in training is through bilateral labour market agreements with provinces and territories (P/Ts). Each year, approximately CAD 3 billion is provided for individuals and employers to obtain training and

⁸ [Job Bank of Canada](#)

⁹ [France Travail](#)

¹⁰ [Bundesagentur für Arbeit](#)

¹¹ [Ministry of Labour](#)

¹² [Ministry of Health, Labour and Welfare](#)

¹³ [Department for Work and Pensions](#)

¹⁴ [National Association of State Workforce Agencies](#)

¹⁵ [Job Bank of Canada](#)

employment supports through the bilateral [Labour Market Development Agreements](#)¹⁶ (LMDAs) and [Workforce Development Agreements](#)¹⁷ (WDAs). With these funds, P/Ts can adapt their employment services to their specific demographic reality

Job Bank is the national, bilingual and free-to-use online employment and labour market information service. It constantly monitors the labour market, collecting and analysing the latest information on employment trends and opportunities across Canada. It offers tailored services and resources to meet the needs of Canada's changing labour market by continually learning from its users, and researching new and better ways to help individuals find employment opportunities.

Over the past decade Job Bank's support for specific groups of job seekers includes tools and resources for youth, Indigenous people, newcomers in Canada, temporary foreign workers, Ukrainian nationals, foreign candidates outside of Canada, and persons with disabilities.

Currently, Job Bank is also developing new tools and services for Canada's aging population via dedicated pages for mature workers and employers interested in hiring older workers.

Statistics and data based on source.¹⁸

2.2 France: France Travail¹⁹

Published on 18 December 2023, « the law for full employment » entered into force the 1st of January 2024. Pôle emploi becomes France Travail. France Travail is still a public agency with more than 58,000 employees and more than 890 local offices based upon tripartite governance. This agreement is concluded between the State, Unédic (managing social benefits) and France Travail. It defines objectives considering the employment situation in France and the resources allocated to France Travail by the State and Unédic.

The definition of its missions is the subject of a multi-year agreement on objectives and management including six essential missions:

- Welcome and support
- Prospecting and putting people in touch through dedicated services for employers and for jobseekers
- Job search assistance and monitoring
- Payment of unemployment benefits
- Controlling
- Delivering public policies tailored to the needs of employers and jobseekers

If the abovementioned missions remain, the new law provided the creation of an Employment Network (Réseau Pour l'Emploi) to meet the needs of both jobseekers and employers.

¹⁶ "About the Labour Market Development Agreements program," Government of Canada, accessed June 18, 2025, [Labour Market Development Agreements](#)

¹⁷ "About the Workforce Development Agreements program," Government of Canada, accessed June 18, 2025, [Workforce Development Agreements](#)

¹⁸ "Population and Demography Statistics," Statistics Canada, accessed June 18, 2025, [Population and demography statistics](#)

¹⁹ [France Travail](#)

This involves coordinating the reception, guidance, support, training and integration services provided by:

- France Travail, which will retain all the tasks formerly carried out by Pôle emploi;
- Missions locales, which will remain the primary contact for young jobseekers;
- The Cap Emploi network, which provides support to persons with disabilities;

The various public services run by the State or local authorities (regions, departments, local authorities, etc.) are likely to meet the needs of jobseekers and employers.

The role of France Travail in tackling demographic challenges

Pôle emploi, and now France Travail since 1 January 2024, has been developing various collaborations with multiple stakeholders to face demographic issues to the local level and stick to reality on the ground.

France Travail supports demographic balance through three main strategies:

- **Supporting Parenthood and Employment**

Childcare remains a barrier to employment, especially for single parents. In 2022, over 150,000 people cited lack of childcare as a reason for not working. France Travail acts by:

- Promoting childcare aid (AGEPI)
- Increasing access to “work integration” crèches
- Coordinating with CNAF to support jobseekers with children

- **Integrating Young Immigrants**

France welcomes a young immigrant workforce, though unemployment remains high (15% in 2020). France Travail:

- Supports newcomers through tools like **TradEmploi** (130 languages)
- Contributes to the **HOPE** and **AGIR** refugee integration schemes
- Tests digital tools like the “*Work in France*” app to facilitate access to jobs and training

- **Promoting Regional Equality**

- **Mobility support:** Through services like the *Mobility Assessment* programme, €76 million in aid (2021), and transport partnerships with SNCF and Renault CareMakers
- **Rural inclusion:** Cooperates with over 2,500 France Services centres and supports the *France Ruralités* initiative to improve access and reduce digital exclusion in rural areas

2.3 Germany: Bundesagentur für Arbeit²⁰

The Federal Employment Agency (BA) is a self-governing public corporation. The Executive Board leads the Federal Agency of Employment and its operations. It consists of the director and three further members. At central and local level, over 2,800 voluntary representatives from the three groups of employees, employers and public bodies play a decisive role in the promotion of employment and its further development in the field of unemployment insurance.

In addition to the central headquarter, it includes 10 regional directorates, 150 branches and 600 local units for service delivery. In addition, around 300 jobcentres managed by the PES Germany and/or municipalities provide support to long-term unemployed and other social welfare recipients able to work.

Also, Self-administration is an essential element of the BA. The central body of self-administration is the Board of Directors. The Board of Directors is composed of one third each of representatives from the three groups of employees, employers and public bodies. The Federal Ministry of Labour and Social Affairs appoints seven members and five deputy members for each group. Important tasks of the Board of Directors are for example the determination of the strategic orientation and business policy goals, the resolution of the Statutes of the Federal Employment Agency and the preparation of the budget.

Legally assigned duties of the public employment service are vocational guidance, job placement, active labour market policy measures, labour market information, labour migration, and the administration of unemployment and other social benefits.

The role of the Federal Employment Agency

The German Federal Employment Agency plays a crucial role in managing demographic change by facilitating workforce development, matching job seekers with available employment opportunities, addressing skills gaps and promoting labour market inclusion:

- The BA supports the development of the workforce through training and qualification measures that enable employees to adapt to the changing requirements of the labour market. This includes programs for further training, retraining and vocational rehabilitation.
- The BA brings jobseekers together with available employment opportunities.
- The BA identifies skills shortages in the labour market and offers targeted support to address these shortcomings. This helps to improve the employability of employees and strengthen their ability to adapt to changing labour market requirements.
- The BA is committed to promoting equal opportunities on the labour market and supports disadvantaged groups such as the long-term unemployed, people with disabilities and migrants in their integration into the labour market. This is achieved through targeted advice and support measures as well as programs to promote professional integration.

²⁰ [Bundesagentur für Arbeit](#)

Through these measures, the Federal Employment Agency plays a central role in adapting to demographic change by helping to adapt the workforce to the changing needs of the labour market, reduce unemployment and promote inclusion in the labour market.

2.4 Italy: Italian Ministry of Labour²¹

The Italian Ministry of Labour and Social Policies is the national authority responsible for employment, labour relations, social security, and active labour market policies. Employment services are delivered through a multi-level governance system involving the State, regions, and autonomous provinces, with implementation handled by **Centri per l'Impiego** (public employment centres) at the local level.

Tripartite consultation with trade unions and employers' associations is a core feature of policy development. The Ministry defines national strategies and co-finances employment measures, while regional authorities are responsible for service organisation and delivery.

The Role of the Italian Labour Ministry

The Ministry plays a central role in addressing demographic and labour market challenges by promoting population growth, boosting employment, and reducing regional disparities:

- **Supporting population growth** by encouraging birth rates through tax benefits, family allowances, and expanding childcare infrastructure, especially in low-density areas. It also promotes managed labour migration to meet skill needs.
- **Raising employment levels** by addressing skill mismatches through training and upskilling, strengthening employment services, supporting older workers, and promoting female labour force participation.
- **Enhancing territorial cohesion** by supporting investment and job creation in Southern and inner areas, improving infrastructure and services, and tackling depopulation trends.
- **Linking innovation and welfare** by investing in lifelong learning, boosting productivity in small and medium-sized enterprises, and supporting social services in declining areas to underpin local labour market development.

2.5 Japan: Ministry of Health, Labour and Welfare²²

Japan's PES is a nationwide network directly managed by the Japanese government (Ministry of Health, Labour and Welfare). There are 544 public employment service offices nationwide. The regional labour bureaus are responsible for these offices in each of the 47 prefectures.

Japan's PES has the following three major responsibilities for employers and jobseekers:

- Job placement, including vocational counselling, vocational training measures and developing job opportunities by visiting local firms.
- Employment insurance, including unemployment verification, providing unemployment benefits and providing vocational training benefits to jobseekers.

²¹ [Italian Ministry of Labour](#)

²² [Ministry of Health, Labour and Welfare](#)

- Employment measures, including guidance for employers on the legal employment rate for persons with disabilities and on obligations to maintain older employees, and assistance for improving employment management systems.

In addition, under agreements for employment measures with local governments, the respective employment initiatives are implemented effectively and efficiently to meet the specific needs of each region.

2.6 United Kingdom: Department for Work and Pensions²³

The Department for Work and Pensions (DWP) is the primary agent of the UK's PES. DWP is responsible for policy and administration of the working age benefit system, State Pension, child maintenance, providing support for people of working age, employers, pensioners, families and children, persons with disabilities.

PES services are delivered through Jobcentre Plus, a national network of over 600 locations including jobcentres, telephony contact centres and benefit delivery centres. The network covers England, Scotland and Wales. For Northern Ireland, responsibility for social security is transferred.

Jobcentre Plus provides personal tailored employment advice to match people seeking employment to suitable job vacancies. It delivers Universal Credit, a social security benefit that helps people move into work and become economically independent, and also deals with benefits for people who are unemployed or unable to work because of a health condition or disability.

The Role of the DWP

DWP plays a central role in addressing demographic and labour market challenges, especially in light of an ageing population, labour shortages, and economic inactivity. The government's aim to reach an **80% employment rate** underpins new and ongoing strategies:

- **The Plan to Get Britain Working** (launching in late 2024) includes:
 - A new integrated **national jobs and careers service** combining Jobcentre Plus and the National Careers Service for more effective job matching and career planning.
 - **Localised work, health, and skills plans** led by mayors and local authorities to support the economically inactive, especially those with health conditions.
 - A **Youth Guarantee** ensuring all young people aged 18–21 have access to training, apprenticeships, or job search support.
- **Ongoing initiatives:**
 - Support for **older workers**, including mid-life reviews, tailored jobcentre assistance, and "50+ Champions" in all 37 Jobcentre districts.
 - **Disability Confident** and **Access to Work** programmes to support disabled individuals in employment.

²³ [Department for Work and Pensions](#)

- Programmes supporting **women’s participation**, including wellbeing events and return-to-work initiatives for over-50s.
- A family programme tackling **parental conflict** to improve child welfare and future employability.
- **Youth Offer** providing early access to skills and training.

Skills and Migration: The UK is developing a new framework to align migration policy with labour market needs, aiming to reduce reliance on overseas recruitment by better linking visa routes with domestic upskilling.

2.7 United States of America: National Association of State Workforce Agencies²⁴

The National Association of State Workforce Agencies (NASWA) represents the United States on the WAPES Managing Board and is a national membership organization representing all 50 state PES workforce agencies, the District of Columbia, and U.S. territories.

NASWA provides policy expertise, shares promising state practices, and promotes state innovation and leadership in workforce development. NASWA members (state PES workforce agencies) deliver training, employment, career, business, and wage and hour services, in addition to administering unemployment insurance, veteran reemployment, and labour market information programs. They also provide funding and oversee local PES organizations which also provide employment and training services directly to job seekers and employers. In addition to state and local PES organizations, the United States Department of Labour is the federal PES that provides funding, oversight, rulemaking, technical assistance, and strategic direction to state and local PES workforce agencies.

The Role of NASWA

The National Association of State Workforce Agencies emphasizes the importance of addressing demographic changes in the U.S. workforce through its 2024 Legislative Priorities. These priorities focus on enhancing workforce development to better align with the evolving needs of a diverse population, including youth and underserved communities. Key initiatives include increasing federal investments in workforce programs, promoting economic mobility, and reducing systemic barriers to employment. Additionally, there is a push for more flexible funding that allows states to tailor their workforce strategies to local demographic realities, ensuring that all individuals have access to training and employment opportunities.

For more details, the full report is available.²⁵

²⁴ [National Association of State Workforce Agencies](#)

²⁵ “NASWA’s 2024 Legislative Priorities, NASWA,” January 10, 2024 [NASWA's 2024 Legislative Priorities | National Association of State Workforce Agencies](#)

3. Demographic Trends and Insights in G7 Countries

“Low birth rates and rising life expectancy are leading to rapid aging and a stagnation or fall in the number of people of working age in Western societies.”²⁶

The G7 countries collectively have a population of over 776 million, with an average life expectancy of 82 years. The median age in these nations is 43, significantly higher than the global median age of 30.²⁷

Demographic changes have been evident since the era of industrialization. This period marked a significant transformation in population dynamics, characterized by urbanization, increased life expectancy, and shifting family structures. Following World War II, improvements in nutrition and healthcare contributed to an increase in life expectancy, leading to an aging population in many countries. As the quotes states on how developing societies grow older, the phenomenon underscores the reality that as societies advance, they must adapt to the complexities of an older demographic population.

As societies adapt to these changes, they face challenges related to workforce sustainability, healthcare demands, and social security systems. In the following pages, we will provide data about the G7 countries and their demographics. Furthermore it will highlight G7 PES services and measures, explaining how countries and their Public Employment Services are addressing the challenges of demographic change.

²⁶ Magnus, George. *The age of aging: How demographics are changing the global economy and our world*. (John Wiley & Sons, 2012). [The Age of Aging | Wiley Online Books](#)

²⁷ “G7,” World Economics, last modified June, 2025, [World Economics | Economic data for the benefit of investors](#)

3.1 Canada

From July 1, 2022, to June 30, 2023, Canada's population grew by 1,158,705 people (2.9%) to an estimated 40,097,761 on July 1, 2023. This represents a significant increase from the previous year (1.8% in 2021/2022) and the highest growth rate for any 12-month period since 1957 (3.3%) when Canada welcomed many refugees from the Hungarian revolution and when the post-war baby boom was at its high.

International and internal migration

International migration accounted for 98% of Canada's growth in 2022/2023. Population growth due to international migration in 2022/2023 (+1,131,181) was at its highest on record. It was significantly higher than the previous highest level seen just one year prior in 2021/2022 (+654,308). As of July 1, 2023, non-permanent residents were estimated to represent 5.5% of the population of Canada. In addition, a new report from the UN Refugee Agency (UNHCR) states that in 2023, Canada ranked 5th in the world for asylum seekers requests, a first in the country's history.

As for the internal migration, in 2022/2023, 348,370 Canadians moved between provinces and territories, similar to the record levels seen a year prior (348,777).

Population by age and gender

For the first time, as of July 2023, the millennial generation (born from 1981 to 1996) comprises a greater number of people in the population than the baby boomer generation (born from 1946 to 1965). Generation Z (born from 1997 to 2012) has become the third-largest generation in Canada, now surpassing Generation X (born from 1966 to 1980). The proportion of people aged 14 and under is 15.4%. The recent rise of millennials and Generation X is largely due to the recent arrival of a record number of permanent and temporary immigrants, many of whom are millennials or members of Generation Z.

The number and proportion of people aged 65 and older have continued to rise, driven by the aging of the large baby boom cohorts. As of July 2023, for the first time in Canadian history, there were now more people aged 65 and older (7,568,308) than under 18 (7,497,048).

In 2021, more than 1 in 5 persons (21.8%) of the working-age population (15-64) were aged 55 to 64, an all-time high in the history of Canada. As a growing number of Canadians near retirement age, with all baby boomers anticipated to reach 65 years or older by 2031, the potential for expansion of the labour force becomes limited.

Birth Rate

In 2022, Canada's total fertility rate (TFR) reached its lowest level on record, at 1.33 children per woman. The drop in the TFR in 2022 was not unique to Canada, although Canada's decrease was one of the largest among high-income countries. Apart from the United States, all G7 countries experienced a fertility decline between 2021 and 2022. Over the period from 1921 to 2022, the lowest TFRs occurred in the last five years: 2022 (1.33), 2020 (1.41), 2021 (1.44), 2019 (1.47) and 2018 (1.51).

Projections

Based on Canada's 2022-2024 Immigration Levels Plan, as well as the most recent demographic developments, it is projected that the Canadian population will reach 47.7 million

in 2041, and 25 million of them would be immigrants or children of immigrants born in Canada, accounting for 52.4% of the total population.²⁸

3.2 France

Demographic dynamics in France and the issues involved

The French population is the second largest in the European Union and the fastest growing. It is unevenly distributed across the country and is ageing. Favouring policies that reduce geographical disparities and support the birth rate is crucial

- **France, the European Union's second largest demographic power**

- A demographic juggernaut on a continental scale

France had 67 million inhabitants in 2018, including 65 million in metropolitan France and 2 million overseas. It is the second largest demographic power in the European Union (EU) after Germany (82.7 million inhabitants). There are slightly more women than men, due to longer life expectancy.

- Sustained growth

France's population is the fastest growing in the EU. The natural balance in the EU has been negative since 2016.

In contrast, France has a positive balance of 200,000 births every year. Net migration also plays a role in this growth, but to a lesser extent. It is around 60,000 people, meaning that there are 60,000 more arrivals than departures. At this rate, the French population is expected to increase by 2.5 million every 10 years.

- **France: an urban and ageing population**

- An urban population

In 2017, around 51% of the French population lived in an urban area (27.9% in central municipalities, and 22.9% in other municipalities in urban areas). An urban centre is a conurbation that provides a certain number of jobs and is not located in the ring of another urban centre. There are small urban centres (offering 1,500 to 5,000 jobs), medium-sized urban centres (offering 5,000 to 10,000 jobs) and large urban centres (offering more than 10,000 jobs). An urban centre is made up of a central municipality and a suburb. In 2017, the Paris area was home to almost a fifth of the country's population. We could even talk about Parisian macrocephaly. Over the last thirty years or so, we have seen increasing urbanisation and growing coastal development, with the rapid expansion of cities such as Montpellier and Nantes. In contrast, the empty belt around the Paris region, the mountain ranges, Corsica and French Guiana are sparsely populated areas.

- An ageing population

Like most European countries, France's population is ageing. In 2021, almost 21% of the population will be over 65. This phenomenon can be explained by a number of factors:

²⁸ "Population and Demography," Statistics Canada, accessed June 18, 2025, [Population and demography statistics](#)

- The baby-boomers (people born between 1943 and 1960) have entered or are entering their third age;
- Life expectancy is increasing thanks to advances in hygiene and medicine;
- The decline in the birth rate is reducing the proportion of young people.

Not all regions are affected in the same way. Urban areas are relatively young (students, young workers), while rural areas are the hardest hit by ageing. The successive influxes of immigrants are contributing to the reduced ageing of the French population.

- **Multiple challenges**

- Reducing the demographic imbalance

Financing the pay-as-you-go pension system is the main challenge posed by France's ageing population.

The number of working people making contributions relative to the number of retired people is falling. However, the steady rise in productivity must also be taken into account, which attenuates the phenomenon. Financing dependency care for the elderly is another major challenge.

France has several avenues open to it:

- Pursuing a policy of encouraging births by reducing costs (family allowances, funding for childcare, tax benefits) or services (increasing the number of crèche places, high-quality state schools, etc.);
- Encouraging the arrival of a young immigrant population (which can, however, create tensions over housing, employment and political tensions);
- Increase working hours, reduce unemployment or increase wages, which would in.

- Favouring all regions equally

The pressure on housing, families' aspirations for more space, less pollution and better public transport solutions are of concern to people living in large urban areas. The need to rethink urban development on a different scale is behind the Grand Paris project.

The Grand Paris project plans to link strategic business hubs such as the Plateau de Saclay by an automatic metro, and to connect them to the La Défense business district, the major airports and the Massy and Marne-la-Vallée TGV stations.

The suburbanisation of families is forcing difficult and costly adaptations in terms of public transport and infrastructure (hospitals, crèches, schools, lycées, etc.).

Conclusion

Ageing rural areas are faced with the disappearance of public services (post office, schools, maternity wards), private services (GPs) and shops.

Attracting some of the younger, urban population to rural areas could revitalise these areas, provided that public and economic players create enough jobs in rural areas to attract urban

populations. Public and private services will also need to be distributed more evenly across the territory.

- The French PES policies to tackle demographic issues

Pôle emploi, and now France Travail since 1 January 2024, has been developing various collaborations with multiple stakeholders to face demographic issues to the local level and stick to reality on the ground.

- **Encourage births by reducing costs**

The presence of one or more young children in a family, and even more so in a single-parent family, has an impact on the reconciliation of professional and personal life, and can constitute an obstacle to a return to employment. People who are furthest from employment have little access to childcare (including occasional childcare), which reduces their ability to plan a pathway to integration, employment or training.

Key figures (2022)

More than 150,000 people are prevented from taking up or returning to work because they have not found a childcare place for their child close to home and within their means. 400,000 individual childcare professionals in work, 44% of whom will retire by 2030.

National actions:

- Identification of "childcare" departmental referents is shared between Pôle emploi and CNAF (Caisse nationale d'assurance familiale - national family insurance fund)
- Support for the network to increase use of the AGEPI (Aide à la Garde d'Enfants pour Parents Isolés - Childcare Assistance for Single Parents), including through possible exemptions
- Joint leadership of the two networks to boost local relations between
- Mobilise crèche managers to increase the number of "work integration" crèches and enable counsellors to offer this solution to jobseekers
- Internal coordination of the network of Pôle emploi departmental referrers to capitalise on and share practices and to support participation in the schemes coordinated by the prefectures.

- **Encourage the arrival of a young immigrant population**

France's reception policy is governed by international texts and enshrined in constitutional law. Access to employment is one of the priorities of the integration policy even though the unemployment rate among immigrants (15% in 2020; from outside the EU) is twice that of non-immigrants (7.4%).

Key figures (2022):

- 240,000 foreign newcomers registered with Pôle emploi for the first time when they signed the Contrat d'Intégration Républicaine (CIR - Republican Integration Contract) and/or when they were referred by Pôle Emploi

- 900,000 jobseekers of foreign nationality (around 30% of whom come from a European Union country) were registered with Pôle emploi on 31 Dec. 2022
- 43% of CIR beneficiaries registered with Pôle emploi are on intensive support.

National initiatives:

- Implementation of TradEmploi, an instant translation tool in 130 languages, to facilitate the reception and support of people who do not speak French
- Training of 384 OFII staff and service providers in Pôle emploi services in 2022-2023 (in particular as part of the test of a Pôle emploi partners E-university), to improve information and guidance for the general public
- Training OFII (Office français de l'immigration et de l'intégration - French immigration and integration office) civic services to support online registration of new arrivals (test in 5 OFII territories)
- Contribution to the continuation of the HOPE scheme since 2020 to support beneficiaries of international protection
- Support for the start-up of Global and Individual Support for the Integration of Refugees (AGIR), implemented by the Ministry of the Interior in 26 departments in 2022, in particular to guarantee registration with Pôle emploi
- Test in 2023 of the "Travailler en France (Work in France)" application, providing information on the French labour market and facilitating access to services and language training.

- **Favouring all regions equally**

Mobility

Jobseekers' integration into the world of work also depends on their ability to get around daily, whether to attend a job interview, take part in training, access a service or take up a job. A significant proportion of jobseekers have material, financial or cognitive constraints that hamper their mobility and prevent them from taking advantage of professional opportunities.

Supporting jobseekers' mobility is one of the priorities of the national strategy to prevent and combat poverty, which was launched in 2005.

Key figures:

- Nearly 1 in 5 jobseekers consider geographical proximity to be the priority criterion in their job search (2019)
- 23% of the personal constraints identified among jobseekers concerned mobility in 2022
- 76€ million in mobility aid granted by Pôle emploi in 2021
- 19,000 jobseekers supported as part of the Bilan / Accompagnement Mobilité (mobility assessment/support) service between its launch in September 2021 and the end of 2022.

National initiatives:

- Launch of the Mes aides Pôle emploi (My employment subsidies) website (January 2022), which lists more than 1,700 mobility solutions
- Creation and perpetuation of the "Bilan / Accompagnement mobilité" (MBI - (mobility assessment/support)) service: support from a mobility expert designed to facilitate the mobilisation of solutions that already exist and are adapted to the situation (financial aid; vehicle loan, hire and repair; self-drive; etc.), initially with the support of the French government
- Introduction of new transport e-vouchers with the SNCF (national railway) (July 2023), enabling jobseekers to benefit from a solidarity fare or to pay for their journeys
- Raising the profile of the Renault group's "CareMakers" solidarity programme, providing access to the group's solidarity garages and to solidarity car hire with an option to purchase (500 vehicle deliveries in total by 2022; Pôle emploi 1st prescribing partner)
- Participation in the work of the Inclusive Mobility Laboratory, including webinars and events.

Rural areas

With 16% of jobseekers living in a rural revitalisation zone, France Travail is working to improve the proximity and accessibility of its services in all areas, by supporting the development of a dense network.

It is supporting the development of partnerships with the Employment network and France Services to complement the France Travail network by providing a first level of information and assistance with online procedures, thanks to support centres shared between public services. It also helps to combat digital exclusion. The government's France Ruralités plan, announced in July 2023, reinforces the scheme and provides for other measures, including the creation of 100 "project managers" in rural areas with whom France Travail's regional offices will be able to collaborate.

Key figures:

- 2,538 France Services structures deployed across the country by the end of November 2022 (target 2,750 by the end of 2023), 2/3 of which in rural areas
- €4.6 million from Pôle emploi in 2022 (€2.5 million in 2020, €3.3 million in 2021) to contribute to the Fonds National France Services (FNFS) – National France Services Fund
- 257,493 requests processed by France services in 2022 concerned Pôle emploi.

3.3 Germany

The German population is the largest in the European Union. Population development in Germany is very heterogeneous. It is largely shaped by the location and economic strength of the regions. It is unevenly distributed across the country.

Key Facts

- The increase in life expectancy has slowed down. Reasons for this include the effects of exceptionally strong waves of influenza and the coronavirus pandemic.
- In addition to rising life expectancy, the sharp decline in the birth rate in recent decades is also having an impact on the ageing of German society.
- Immigration is slowing down the ageing of the population. Both the size of the population in Germany and its age structure are significantly influenced by immigration from abroad.²⁹

Demographic change has long since arrived in Germany

The decreasing number of people of a younger age and the simultaneous increase in the number of older people are shifting the demographic in an unprecedented way. Every second person in Germany is now older than 45 and every fifth person is older than 66.

On the other hand, the population has "rejuvenated" somewhat in the last decade due to more immigration and births. Since 2010, more people have come to Germany than people have left. The migration surplus was particularly distinct among younger and middle-aged people. Birth rates have risen on average over the last ten years. As a result, a total of 767,000 (+11.3%) more children were born between 2013 and 2022 than in the previous decade. Despite this increase, there is still a birth deficit, and demographic change is only slightly mitigated by this development.

The heavily populated cohorts from 1955 to 1970, who belong to the so-called baby boom generation, formed the largest age group in 1990 as 20 to 35-year-olds. They are still the largest age group today, but they are now of working age and will retire in the next two decades. The number of people aged 70 and over rose from 8 million in 1990 to 14 million in 2022. In the older age groups, it is clear that not only women but also men are now reaching an advanced age. This gradual process will accelerate significantly in the near future. The number of over-80s in particular will increase steadily.³⁰

Focus on metropolitan regions

- *The majority of the population lived in metropolitan regions in 2022*

Large cities and their surrounding areas are a central living space in Germany and a popular destination for commuting employees and their families. In 2022, the majority of Germany's population (60 million people or 71%) lived in large cities and their surrounding areas. In 2022, there were a total of 50 metropolitan regions in Germany. Of these, 16 metropolitan regions had more than one million inhabitants.

- *Metropolitan areas grow due to immigration from abroad*
- The interplay of the various population movements (births, deaths, immigration and emigration) determines the population development of the metropolitan regions. Particularly in the metropolitan regions, population growth since 2012 has resulted

²⁹"Demografischer Wandel: Anteil der Bevölkerung ab 65 Jahren von 1950 bis 2021 von 10 % auf 22 % gestiegen," Destatis, June 7, 2025, [Demografischer Wandel](#)

³⁰"Mitten im demografischen Wandel," Destatis, accessed June 18, 2025, [Mitten im demografischen Wandel - Statistisches Bundesamt](#)

from the high net migration from abroad. During this period, there were significantly more inflows from abroad than outflows. The metropolitan areas also recorded slightly more births than deaths and thus a small birth surplus.

- *Within Germany, young adults are moving more frequently to the metropolitan regions*
In particular, migration by young people between the ages of 18 and 24 made a positive contribution to growth in the metropolitan areas of metropolitan regions in 2022.³¹

Challenges in Germany

Demographic change will significantly alter the way Germans live together and the conditions for the development of prosperity and quality of life in the coming decades. The Federal Government's demographic policy therefore aims to create a framework that will increase prosperity for people of all generations and further improve quality of life. In particular, it wants to contribute...

- to strengthen the economic growth potential in order to further develop the material prosperity achieved and pass it on to future generations,
- to maintain and promote social and societal cohesion within families, between generations, between people with health impairments and healthy people, the wealthy and the less wealthy, people with and without disabilities and between people from different cultural backgrounds,
- to promote the equivalence of living conditions and a high quality of life in rural and urban - / metropolitan regions, which are very differently affected by demographic change, and
- ensure the state's ability to act, the reliability of social security systems and an attractive and modern public service in the long term through sound finances.

In order to achieve these goals, the Federal Government believes that a broad package of measures is required in numerous fields of action.³²

3.4 Italy

The Italian population is the third largest in the European Union, with approximately 59 million inhabitants. However, in recent years the population has been progressively decreasing as the decline in births is not adequately compensated by the entry of new residents and immigrants.

Historically, population density has a more homogeneous territorial distribution than that of other European nations, such as France and Spain, but in recent years we have witnessed phenomena of population decline especially in Southern Italy and in inland and mountain areas, which leads to greater inhomogeneity. The Italian population has a high life expectancy and this determines a demographic trend which, combined with the decline in birth rate,

³¹ "Aktuelle regionale Bevölkerungsentwicklung," Demografieportal, accessed June 18, 2025, [Demografieportal - Bevölkerungsstruktur und -zahl - Aktuelle regionale Bevölkerungsentwicklung](#)

³² "Eine Zusammenfassung," Die Bundesregierung, accessed June 18, 2025, [Eine Zusammenfassung](#)

causes an aging of the population. Italy needs policies and interventions to encourage birth rates, increase the employment rate and support territorial cohesion.

Italy, a nation with a declining population - The birth rate decline as a structural phenomenon

The significant decline in births in Italy in recent years has deep roots, and is due to the parenting choices (fewer children and increasingly later) by Italian couples today and those of yesterday. In fact, since the mid-seventies, the average number of children per woman has been less than 2, which has led to the erosion of the pool of potential parents. Furthermore, in recent years the contribution to births by foreign citizens has also reduced, which had produced a recovery in birth rates starting from the early 2000s. In the European context, Italy is one of the countries with the lowest and most late fertility, but the tendency to have fewer children is a phenomenon that has affected most European countries. The drop in mortality translates into a significant recovery in life expectancy at birth, which reaches 83.1 years in 2023: among men it reaches 81.1 years and 85.2 years among women.

An obvious aging process

The effects of the aging process of the Italian population are significant. Over the course of twenty years, the average age of the population increased from 42.3 years on 1 January 2004 to 46.6 years on 1 January 2024; the old age index is equal to 199.8 percent, with an increase of over 64 percentage points in the last two decades. Adults and young people, overall, have decreased by just under 2 million individuals: as of 1 January 2024 there were 36 million 866 thousand residents aged between 16 and 64 (62.5 percent of the total population), 2.5 percent less than in 2004, while children and young people up to 15 years of age are today 7 million 766 thousand (13.2 percent of the total population), with a loss of almost one million of individuals compared to 2004. The population aged 65 years and over has grown by over 3 million, up to 14 million 358 thousand individuals (24.3 percent, an increase of 5.1 percentage points compared to 2004). Of these, over half are now aged 75 and over: 7 million 439 thousand individuals (12.6 percent of the total population), with an increase of 3.8 percentage points in twenty years.

Changes in family conditions

New methods of family formation have progressively spread in recent years. Unmarried couples, reconstituted families, non-widowed singles and non-widowed single parents represent over a third of the total Italian families in 2023 (compared to just over 20 percent in 2002-2003). Overall, we are talking about over 18 and a half million individuals, corresponding to almost a third of the population, a share more than double compared to twenty years ago. It is above all children and young people up to the age of 24, who increasingly live with unmarried parents or single mothers, who are affected by the transformations of family models. Among adults between 25 and 64, the share of those living without a partner has doubled and the share of those living with a partner without being married, or in married families in which at least one of the two spouses comes from a previous marriage has more than doubled.

The impact of demographic decline

The demographic decline affects Italian territories very differently and is stronger in less economically developed regions. The regions of the South have mainly suffered an intense demographic decline (-4.7 percent), compared to a low decline in the population in the Centre-North. The southern regions show the worst dynamics: Molise (-7.4 percent) and Basilicata (-7.2 percent); followed by Calabria (-6.2 percent), Sicily, Sardinia, Puglia and Abruzzo, which lost between 4.9 and 4.4 percent of their inhabitants. Campania closes, with over 200 thousand fewer residents (-3.7 percent). Long-term demographic forecasts indicate a strengthening of the trend towards depopulation and ageing. Over the next 20 years, the resident population in Italy could reduce by approximately 3 million units. We therefore need an effective intervention strategy with adequate policies and investments.

3.5 Japan

Japan is about to enter an era of serious population decline, low birth rates and aging population. There are concerns that the ability of families and communities to support each other will decline due to factors such as the smaller size of households, the increase of single-person households, and the increase of cities, towns, and villages with small populations. Therefore, Japan will aim to create a community-based society, where people will inclusively connect and support each other and enable themselves to fully utilize their motivation and capabilities.

Low birth rate, aging population, and population decline

Japan's population has been declining since peaking at 128.08 million in 2008. The total population in 2022 is approximately 124.95 million, but is expected to decrease by approximately 30% by 2070, falling below 90 million.

With the number of births falling below 800,000 in 2022, the birth rate has been rapidly declining. Meanwhile, by 2025, all members of the "baby boomer generation" born during the first baby boom period (1947 - 1949) are going to be elderly people aged 75 or older. Furthermore, by 2040, all members of the "baby boomer junior generation" born during the second baby boom period (1971 - 1974) as the children of the "baby boomer generation" are going to be aged 65 or older. By 2070, the proportion of people aged 65 or older is expected to be 38.7%.

Japan's average life expectancy in 2022 is 81.05 years for men and 87.09 years for women. In the future, the life expectancy is expected to increase for both men and women, reaching 85.89 years for men and 91.94 years for women in 2070, with women expected to exceed 90 years.

The downsizing of household size and the increase of single-person households

Regarding the trend in the number of people per household, it has decreased from 2.99 in 1990 to 2.21 in 2020 and is estimated to decrease to 2.08 in 2040. In addition, regarding household types, the proportion of single-person households has been increasing to reach approximately 21.15 million households in 2020, accounting for approximately 40% of the total number of households.

The population concentration to metropolitan areas and the increase of small cities, towns, and villages

Looking at the national population decline, cities with 50,000 residents or more accounted for 84.1% of all municipalities, and the population is concentrated in metropolitan areas such as Tokyo in 2022. However, there is a tendency for municipalities with a population of less than 5,000 to increase in the future. By 2045, the population of people aged 15 to 64 is expected to decrease in almost all municipalities, while the population aged 65 and over is expected to increase in about 40% of them.

Challenges

Japan is facing a rapid decline in the birth rate and is about to enter an era of serious population decline, characterized by low birth rates and an aging population. The number of single-person households is increasing, especially among the elderly, and the awareness of social interaction is weakening, which leads to emerging and serious problems of loneliness and isolation. And, the need for social security has been increasing.

Additionally, areas with rapidly declining populations are expected to be difficult to maintain their communities, enabling residents to help each other.

3.6 United Kingdom

The UK's population is increasing and ageing. The latest estimates by the UK's Office for National Statistics are that the UK population will increase from the current 69.0 million to 71.7 million people in 2030, driven by a rise in the pensioner population.

The number of older people in the UK has been growing considerably and is projected to continue into the next few decades.

In 2003, 15.9% of the population were over 65. This has now increased to 18.9% and is projected to grow to 22.5% over the next 20 years. Even more starkly, the population of over 80s is set to increase by around 63% over the next 20 years from 3.5 million in 2023 to 5.7 million in 2043.

Life expectancy improvements have stalled, however. Between 1980 and 2011, life expectancy rose at an average pace of close to three months per year, but mortality improvements have stalled since the 2010s. The projected improvements in life expectancy have returned to a similar trajectory to those observed prior to the pandemic, although at slightly lower rates than assumed in previous projections. The average life expectancy of males born in 2030 is around 81, although there are inequalities in life expectancy by geographical area, health and socio-economic group.

The UK total fertility rate has been declining year-on-year since 2012. In 2012 the fertility rate was at 1.92 children per woman, down to 1.44 in 2022. Some women are delaying having children, while others are choosing not to have children at all.

The number of disabled people is rising. The number of disabled people in the UK rose by 3.9 million between 2012/13 and 2022/23, with the largest increase seen in the working-age population. For disabled working-age adults, the most prevalent reported impairment type in 2023 (47%) was mental health impairment, whereas disabled pensioners most commonly reported having a mobility impairment (69%).

Net international migration to the UK is also a factor in the projected increase in population. Net migration rose in early 2000s and increased significantly in the last three years. This has been driven by a large increase in non-EU immigration for study, work (particularly skilled workers in the health and care sector) and humanitarian reasons. Projections assume the trend will be constant at +315,000 from year ending mid-2027 onwards. Migration is very difficult to measure, and projections do not include the anticipated impacts of policy changes.

3.7 United States of America

The United States is grappling with the challenges of an aging population and growing demographic diversity. As the population continues to age, there are rising concerns about the sustainability of social security systems, the strain on healthcare services, and the changing dynamics within communities. Alongside these challenges, the U.S. is also experiencing a shift in its population distribution, with increasing urbanization and significant growth in minority populations.

Key Demographic Indicators

Fluctuations in Population Size

The U.S. population has grown steadily, reaching approximately 335 million in 2024. Population growth is influenced by various factors, including birth rates, death rates, and net migration. Recent years have seen a slowdown in growth rates, with an increase in the aging population and a declining birth rate.³³

Shifts in Age Distribution

The median age in the U.S. has increased from 34.2 years in 2000 to approximately 38.5 years in 2023. This shift reflects a growing proportion of older adults, with the number of individuals aged 65 and older expected to double by 2060, reaching about 94.7 million. The aging population poses challenges for the workforce, healthcare, and social security systems.³⁴

Changes in Pension Age Policies

The U.S. has gradually increased the full retirement age for Social Security benefits, currently set at 67 for individuals born in 1960 or later. This change is designed to accommodate longer life expectancies and ensure the sustainability of the social security system. Ongoing discussions focus on potential reforms to pension policies to address the financial pressures of an aging population.³⁵

³³ "Census Bureau Projects U.S. and World Populations on New Year's Day," U.S. Department of Commerce, January 3, 2024, [Census Bureau Projects U.S. and World Populations on New Year's Day | U.S. Department of Commerce](#)

³⁴ Jonathan Vespa, David M. Armstrong, and Lauren Medina, "Demographic Turning Points for the United States: Population Projections for 2020 to 2060," United States Census Bureau, February, 2020, [Demographic Turning Points for the United States](#)

³⁵ "The 2022 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds," The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, June 2, 2022, [2022 Annual Report](#)

Variations in Life Expectancy Rates

As of 2022, life expectancy in the U.S. was approximately 74.8 years for men and 80.2 years for women. Life expectancy has been affected by various factors, including healthcare access, socioeconomic status, and lifestyle choices. Recent trends show a slight decline in life expectancy due to the COVID-19 pandemic and rising health disparities.³⁶

Trends in Immigration (Inflows) and Emigration (Outflows)

The U.S. continues to attract immigrants, with approximately 1.1 million legal permanent residents in 2022. Immigration contributes to population growth, especially among younger demographics, which helps mitigate some aging effects. Emigration rates are lower, but there is a notable trend of U.S. citizens relocating abroad, particularly for employment opportunities.³⁷

U.S. Department of Labor - Addressing Demographic Changes

In response to the demographic changes in the USA, the Government has implemented various initiatives aimed at enhancing workforce development. These initiatives include partnerships with educational institutions to create tailored training programs that address skills gaps, targeted outreach to underrepresented populations to promote labour market inclusivity, and the development of job placement services that effectively match job seekers with employment opportunities. Through these measures, the PES is actively working to ensure a resilient labour market that can adapt to the challenges of an aging population and changing demographic dynamics.³⁸

³⁶ Kenneth D. Kochanek, M.A., Sherry L. Murphy, B.S., Jiaquan Xu, M.D., and Elizabeth Arias, Ph.D "Mortality in the United States, 2022," U.S. Department of Health and Human Services, March 2024, [NCHS Data Brief](#)

³⁷ "2022 Yearbook of Immigration Statistics," Office of Homeland Security Statistics, November 2023, [2022 Yearbook of Immigration Statistics](#)

³⁸ "Workforce Innovation and Opportunity Act of 2022," U.S. Congress, May 5, 2022, [H.R.7309 - 117th Congress \(2021-2022\): Workforce Innovation and Opportunity Act of 2022](#)

4. G7 PES services and measures in general – adjusting to demographic change

4.1 Technology and Automation in the Context of Demographic Change

This chapter explores the intersection of technological advancements, automation, and demographic changes, and discusses how G7 public employment services can facilitate workforce transitions in this context.

4.1.1 Canada

Canada's PES is delivered across two levels of government. The federal government³⁹, delivers Job Bank, the main website for Canada's National Employment Service, while provincial and territorial governments provide Canadians with employment support assistance, such as skills assessments, counselling, and training program referrals.

Federal Level

Job Bank is Canada's national employment service, available as a website and mobile app. It helps Canadians find work, plan their careers, including transitioning into new opportunities.

Job Bank leverages web-based and mobile technologies, machine learning, search algorithms and data analytics tools to adapt to Canada's demographic changes and tailor its resources and services to specific groups (e.g., young Canadians, Indigenous people, newcomers to Canada, foreign candidates outside of Canada, temporary foreign workers, persons with disabilities, and veterans of the Canadian armed forces) while ensuring that information is also accessible to all Canadians regardless of their age, background, or technical acumen.

Job Bank also equips Canadians with the information they need to face labour market transitions brought on by technology advancements and population composition shifts by providing the following web, in-person and over the phone services:

- Job Search: job match, job alerts, resume builder, and job search advice;
- Career Planning supporting workforce transition: school-to-work and job transition tools, career quizzes, and skills checklists;
- Labour Market Information: job and sectoral profiles, wage and outlook reports, economic scans and job market snapshots, labour market news. sectoral profiles, outlook reports, and economic scans.

Provincial/Territorial Level

Through bilateral labour market agreements, provinces and territories (P/Ts) receive approximately CAD 3 billion annually for individuals and employers to obtain training and employment supports through the bilateral Labour Market Development Agreements⁴⁰ (LMDAs) and Workforce Development Agreements⁴¹ (WDAs). With these funds, P/Ts can

³⁹ "Employment and Social Development Canada," Government of Canada, accessed June 18, 2025, [Employment and Social Development Canada](#)

⁴⁰ "About the Labour Market Development Agreements program," Government of Canada, accessed June 18, 2025, [Labour Market Development Agreements](#)

⁴¹ "About the Workforce Development Agreements program," Government of Canada, accessed June 18, 2024, [Workforce Development Agreements](#)

adapt their employment services to their specific demographic reality. Here are two examples at the provincial/territorial level in the context of technology and automation:

In 2021, the province of British Columbia (BC) enhanced the WorkBC.ca map.⁴² Through its database of BC job postings and career tools, WorkBC.ca connects job seekers and employers – helping people find jobs, explore career options and improve their skills, and helping employers find the right talent and grow their businesses. The interactive map of WorkBC Employment Services Centres now includes all federally-funded service providers for the (ISET) Program⁴³ from across the province. This makes it easier for Indigenous clients to access federal supports through their nearest ISET service provider, via provincial employment offices. The province also launched the A2T program to provide laptops to ISET clients participating in online training. ISET service providers are able to apply for laptops on behalf of their clients.

The province of Newfoundland and Labrador is working on enhancing availability of employment and training supports that are delivered virtually and through digital technology. Supporting online and hybrid service delivery assists with reducing barriers for underrepresented groups particularly in regions with rural and isolated communities. In 2022-2023, the Newfoundland and Labrador government saw a need for remote and blended service delivery and collaborated with the Canadian Career Development Foundation to deliver Remote Service Delivery training to government staff.

4.1.2 France

Digital skills are becoming increasingly important in everyday life, especially when it comes to finding and holding a job. However, 12% of jobseekers do not use the Internet

in their job search. From the outset, the digitalisation of France Travail's services has been accompanied by a proactive digital inclusion strategy,

designed to help jobseekers become digitally independent, in conjunction with local digital mediation partners in all the regions.

Key figures

- 45% of jobseekers who do not use the Internet to look for work do not do so because they do not know how to use it; 23% because they are not well equipped (2019)
- 18,600 digital inclusion centres identified, including 4,000 digital counsellors (funded by the French government)
- Since the end of 2020, 10,800 jobseekers have benefited from Digital Passes issued and purchased by the PES, enabling jobseekers to be supported by structures with the #APTIC label

⁴² "WorkBC Centre Locations," WorkBC, accessed June 18, 2025, [WorkBC Centre Locations | WorkBC](#)

⁴³ "About the Indigenous Skills and Employment Training Program," Government of Canada, accessed June 18, 2025, [Description of the Indigenous Skills and Employment Training \(ISET\) Program](#)

- 2,300 civic service volunteers in France Travail branches, helping jobseekers complete their online procedures
- 4.6M from Pôle emploi in 2022 to contribute to the operation of France services and to support users' online procedures.

What is at stake

- Identify jobseekers experiencing difficulties in using digital technology, using the Pix emploi diagnostic tool
- Refer them to local digital mediation partners to help them acquire basic digital skills
- Support the implementation of these basic digital skills as part of the job search process, using in-house solutions
- Facilitating access to rights by directing people to France's services, which can support the completion of many administrative procedures online.

France Travail's support to jobseekers

What? Detecting and supporting people with digital difficulties

France Travail sets up services to help people acquire and develop digital skills and, to this end:

- Rapidly identifying people who are having difficulty with digital skills to help them with their applications
- Offering services tailored to the needs of these groups to enable them to progress and accelerate their return to employment.

Who? All jobseekers, advisers and civic services

Digital inclusion can be mobilised for any jobseeker who needs it as part of their job search or career development process.

This applies to jobseekers whose:

- Their digital skills do not enable them to carry out certain day-to-day operations such as online administrative procedures or searching for information
- Their digital skills do not enable them to take full advantage of the services or hinder their return to employment.

All counsellors, regardless of the method used, identify the needs of the jobseeker and mobilise the appropriate services.

Specific-complementary information: in the follow-up mode, it is essential that the counsellor ensures that the jobseeker accesses the services without difficulty. If this is not the case, action needs to be taken to strengthen their digital autonomy.

The civic service volunteer (VSC) positioned in the free access zone (ZLA) provides direct support to the digitally disadvantaged:

- Helping to identify difficulties, in support of the France Travail facilitators, whether at computer workstations, scanners or identification terminals

- Takes the time needed to help the jobseeker make the digital services offered by France Travail and its partners their own, thereby increasing their autonomy.

When? At every stage of the pathway

The counsellor is attentive to the jobseeker's digital autonomy at all stages of their career:

- In reception situations, when the employee is taking steps, supported by the VSC
- In diagnostic situations, from the first appointment with France Travail
- in managing their portfolio by observing the use of France Travail's digital tools and services, when they are referred to the follow-up mode
- Helping the DE in difficulty (subscription to vacancies, online CV, updating of Skills Profile, consent to dematerialised exchanges, etc.)
- Before starting a training, course or service requiring digital skills
- During the mobilisation and at the end of a service requiring the use of digital technology (presentation of the service offer (ODS) of the new follow-up...)
- At the end of a service or partnership support on digital, to measure the jobseeker's actual progress and adapt the support to their needs.

How? Establishing a diagnosis and mobilising the right service

To co-construct a diagnosis of digital autonomy with the jobseeker, the counsellor relies on:

- The answers declared in the registration script to identify the points to be explored in the interview and the 1st level of services to be mobilised
- The diagnostic tool and the questioning aid to explore the need
- The "Pix Emploi - Initial Diagnosis" tool to quickly objectivise the fundamental digital skills to be used in the workplace.

The counsellor proposes services tailored to the need(s) he has identified.

4.1.3 Germany

The Bundesagentur für Arbeit (BA) plays a pivotal role in addressing the dual challenges of technological advancements and demographic changes within the German labour market. As automation and AI technologies transform various industries, and as Germany faces an aging population, the BA's proactive measures are crucial in ensuring a smooth workforce transition.

Key Roles in Facilitating Workforce Transitions (into new, digital and future skills):

- Lifelong Learning and Retraining Programs:

The BA offers extensive retraining and upskilling programs tailored to equip workers with competencies required for emerging job roles. These programs can focus on developing digital literacy, advanced technical skills, and industry-specific knowledge. For example, through "New Plan". New Plan is part of the online tests on "mein NOW". It collects information on the

desired occupation, presents requirements and intensively considers the prospects on the job market.⁴⁴

- Career Counselling and Job Placement Services:

Personalized career counselling helps job seekers understand the evolving job market and identify potential career paths. The BA also provides job placement services that connect workers with opportunities that match their new skill sets.⁴⁵

Example of Successful Initiatives

Qualification offensive by the Federal Employment Agency based on the Skills Development Opportunities Act (Qualifizierungschancengesetz)⁴⁶

With the Act to Strengthen the Promotion of Initial and Further Training, the funding instruments of labour market policy have been further developed for employees, among others. The qualification allowance is available as a new employee qualification benefit. The aim is to counter the accelerated transformation of the world of work, avoid unemployment caused by structural change, strengthen further training and secure the skilled labour base.⁴⁷

On the basis of the Skills Development Opportunities Act, the BA is creating an example of best practices. This law provides financial incentives for companies to invest in their employees' further training, particularly in digital skills. It covers up to 100% of training costs for employees in small and medium-sized enterprises and up to 50% for larger companies. The program has successfully enhanced the employability of many workers by *equipping them with skills necessary for the digital age*. An important lever for success: professional development during employment while continuing to receive full salary.

Addressing Demographic Changes:

Demographic shifts, such as an aging workforce, necessitate strategic responses from public employment services. The BA's initiatives include:

- Encouraging Older Workers' Participation: Programs aimed at retaining older employees in the workforce by providing targeted training and flexible working conditions.
- Youth Employment Programs: Initiatives like the "Berufsausbildung in außerbetrieblichen Einrichtungen" (Vocational Training in Non-Company Institutions) help young people, including those from disadvantaged backgrounds, gain valuable skills and enter the labour market.

The BA is essential in ensuring that the German workforce remains adaptable and skilled amidst technological and demographic changes. Through continuous learning opportunities, collaboration with educational institutions, and support for both employees and employers, the

⁴⁴ "New Plan – Online-Tool zur beruflichen Entwicklung," Mein Now, accessed June 18, 2025, [New Plan – Online-Tool zur beruflichen Entwicklung | mein NOW](#)

⁴⁵ "Consultation and Job Placement," Bundesagentur für Arbeit, accessed June 2025, [Your job and your career | Bundesagentur für Arbeit](#)

⁴⁶ "Skilled labour in Germany," Federal Ministry of Labour and Social Affairs, accessed June 18, 2025 [Skilled labour and migration - BMAS](#)

⁴⁷ "Weiterbildung für Ihr Personal – Zukunft für Ihr Unternehmen," Bundesagentur für Arbeit, accessed June 2025, [Weiterbildung für Ihr Personal: #Qualifizierungsoffensive | Bundesagentur für Arbeit](#)

BA fosters a resilient labour market. By promoting lifelong learning and addressing demographic shifts, the BA helps sustain economic stability and growth, ensuring that workers are prepared for the future.

4.1.4 Italy

Italy is experiencing in these years a phase of transition and change that sees the combination of three phenomena:

- A significant generational transition, with about three and a half million jobs being demanded by the Italian economy in the next four years in the face of a high retirement rate, which brings almost two and a half million Italians into retirement; this is a high-impact transition that must be managed with efficient tools and services;
- A steadily growing demand for skills, to which, however, is linked a problem of misalignment between supply and demand, which averages more than 48 percent and particularly concerns skills related to digital systems and artificial intelligence, where the misalignment exceeds 55 percent on average;
- An evolution of the labour demand qualification process in the Italian economy and public administration that makes IT, technological and digital skills central to both the production and organization of goods and services.

Italian labour policies are called to manage these phenomena through targeted investments and services, in which the need to train, source and support the matching of supply and demand for technological and digital skills is a priority. In fact, the current demographic trend together with the increase in the retirement rate, without a decisive improvement in the ability to train and source the required skills, risks leading to a decrease in the number of employed people, according to analyses. In 2024, Italy reached its all-time high of 24million employed people, but without adequate services to manage the transition, the risk is that a decline of 800,000 employed people will be determined by 2028, which can only be averted through a combined action of training young people and retraining the unemployed and NEET youth and strengthening services to match supply and demand.⁴⁸

A targeted national strategy of active employment policies acts in this regard, including strengthening the network of placement and employment services, both public and private. In this context, the completion of the plan to strengthen regional employment centres and a plan to make the relationship between digital and technological skills training and business recruitment more efficient is underway. Finalizing the role and capacity of public employment services PES in the transition in Italy includes a specific role given to public employment centres of directing interventions to train the unemployed, who are involved in the national Garanzia di Occupabilità dei Lavoratori (GOL) retraining and job placement program, and to manage the demand for skills from enterprises. The national GOL retraining program, financed through the National Recovery and Resilience Plan (PNRR), involves about 800,000 unemployed people in the training of the unemployed and stipulates that the training and job placement plan is followed by regional public employment centres.

⁴⁸ "Ministry of Labour and Social Policies," accessed June 18, 2025, [Ministry of Labour and Social Policies](#)

Two good practices for the promotion of adaptability and training of job seekers in the transition phase, a general national policy and a specific territorial initiative selected as a regional practice, are noted.

The GOL national program of training and accompanying the unemployed to work provides skills strengthening for 800 thousand unemployed people and in particular the target of 300 thousand unemployed people involved in digital skills strengthening pathways by 2025, to date the number of people involved in upskilling and reskilling on digital and technology pathways is 130 thousand. It should also be considered how the assessment activity planned for all beneficiaries of the national GOL program (3 million by 2025) must always include a digital skills analysis and, except in cases where it is not necessary, the training interventions activated must have a digital component.

The Tuscany Region finances individual training vouchers to meet the training needs of unemployed people who have entered into a service/employment pact at the Tuscany Public Employment Centres.⁴⁹ The maximum amount that can be financed for each voucher is € 3,000. Each person can benefit from only one voucher according to the principle of consistency, which will be evaluated when the service pact agreed with the Employment Centre is signed. The training courses that can be financed mainly concern the acquisition of IT and digital skills including:

- Multimedia website: website development
- E-commerce site: e-business application development
- Digital communication and marketing: communication and social promotion
- Web marketing: definition of the marketing plan
- Online business process: online process management
- Website and multimedia content design. Web site development.
- Information system security risk analysis. Definition and adoption of organizational measures for information system security.⁵⁰

4.1.5 Japan

Current situations (population decline, Low birth rate and aging society)

Japan's population has been declining since peaking at 128.08 million in 2008. The total number in 2022 is approximately 124.95 million, but is expected to decrease by approximately 30% by 2070, falling below 90 million.

With the number of births falling below 800,000 in 2022, the birth-rate has been rapidly declining. Meanwhile, by 2025, all members of the baby-boom generation, born in 1947-1949, are going to turn 75 or older. Furthermore, by 2040, all the second baby-boomers (1971-1974) will reach aged 65 or older. By 2070, proportion of the elderly aged 65 or older is expected to be 38.7%. Besides, the excessive population concentration in metropolitan areas still has

⁴⁹ "Toscana," accessed June 25, 2025, [Home - Arti - Arti](#)

⁵⁰ "Polo Tecnologico," accessed June 18, 2025, [Polo Tecnologico di Navacchio](#)

challenges to depopulation in rural areas and a decline in local industries. And labour shortage is the common issue regardless of area.

Comprehensive Strategy for the Vision for a Digital Garden City Nation

In the circumstances, increase of productivity is more focused along with the prevalence of various working styles and utilization of technology such as remote work through pandemic. Also, based on the concept that digitalization can accelerate and intensify the revitalization of regional economies, digital capable human resources are more required.

Thus, in 2022, the Japanese Government formulated a five-year national strategy (FY2023-2027) “Comprehensive Strategy for the Vision for a Digital Garden City Nation”, in which the development/securing of Digital Human Resources is featured as one of the central pillars. A total of 2.3 million people are targeted to be trained between FY2022–2026.

Actual implementation of below two were expected to be done in the scheme of the public employment service network run by Ministry of Health, Labour and Welfare (MHLW), its 47 local labour bureaus and 544 public employment service offices (*Hello work*)

- Increase of Job training opportunities in digital field
- Expansion of subsidies for employers who create and implement human resources development plan in digital fields.

The role of Public Employment Service

Japan's PES is functioned in three integrated manners (1. Job placement, 2. Employment insurance, 3. Employment measures including subsidies for employers, providing public vocational training opportunities). In this scheme, the following measures are nation-widely implemented in local labour bureaus and Hello Works targeting digitalization.

- Offer job seekers digital vocational training opportunities through job consultation while giving financial support for daily life
- Subsidize employers who planned and carried out human resource development or re-skilling programs for their employees
- Provide education and training benefit to insured or used to be insured workers of employment insurance who took a designated lecture, completed and paid by his/her own.

4.1.6 United Kingdom

The Key Roles of the UK's PES in facilitating workforce transitions in the context of technological and demographic change

The UK population is ageing, resulting in a demographic shift towards an older workforce who, with the support of greater automation in the labour market, can live longer working lives. However, rising levels of automation in the workplace are changing the distribution of jobs and skills in the labour market, in line with the UK's wider transition toward a green economy. In addressing these technological and demographic changes, the UK PES facilitates workforce transition through:

- Coaching older workers to enter in-demand sectors boosted by the green transition and providing skills and retraining resources to help them succeed in these new industries.
- Supporting longer working lives assisted by, automation, disability and ill-health support, and assistance for those with caring responsibilities arising from an ageing population.
- Encouraging employers to enact flexible working policies and provide in-role training opportunities for older workers.

Automation could help some people to thrive, whilst others may find their skills outdated or even entirely displaced by machines. Global shifts like the green transition will impact the distribution of jobs and skills in the UK further, as 1 in 5 jobs will be directly influenced by the shift towards a net-zero carbon economy, with around 3 million workers requiring upskilling. Crucially, trends in technological and green transition are sector-specific, with industries like oil and gas production, transport, and manufacturing facing structural decline while new technology-supported industries evolve to replace them. There is a demographic effect here too, as those in declining industries are more likely to be older, male and in need of upskilling. Therefore, the UK PES provides career coaching and retraining support to older workers who have been displaced by automation, on a local and employer-aligned basis through Jobcentre Plus.

The Role of Jobcentre Plus

All jobseekers in the UK access employment support through Jobcentre Plus, the UK's primary PES delivery arm, which is centred on personalised, one-to-one appointments. Jobcentre Plus supports older workers by addressing their specific barriers to employment, such as redirecting them to upskilling and retraining resources. Jobcentre Plus also provides coaching to foster a positive culture change around roles in in-demand industries, like health and social care, as well as sectors which are growing due to green and technological advancements and require skills support.

However, facilitating workforce transition for older workers who are unemployed or economically inactive due to green and technological shifts cannot be done through retraining alone. Older workers are more likely to experience ill-health or have caring responsibilities which form other barriers to employment. With the aid of assistive technologies, older workers can have longer careers in physically demanding sectors like construction, or manufacturing. These technological developments also benefit older workers facing ill-health or disability as a barrier to work. Jobcentre Plus can also guide customers who require additional support for their health condition or disability to employment support like the Access to Work Programme.

Case Study: Access to Work

Access to Work is a publicly funded employment support grant that aims to help more disabled people start or stay in work by providing practical and financial support. Through Access to Work, customers receive support tailored to their needs, for example, aid and equipment in their workplace, travel costs if a customer is unable to use public transport, or an interpreter or other support at a job interview. Additionally, this programme can assist with developing support plans or flexible working arrangements directly with employers. As workers are more

likely to experience health conditions or disability later in life, Access to Work reduces barriers to employment for older workers without being an age-targeted support programme.

An employer-aligned approach

A key element of UK PES' approach to facilitating workforce transitions is providing employment support on a local level which is aligned with employers. Due to the scale of the green and technological transitions affecting the UK's labour market, the UK PES is well connected to a wider skills and education framework to support the widespread and continuous upskilling of the workforce. Part of this framework is Skills England; an arms-length body which collaborates with local authorities, businesses, trade unions, and education providers to align retraining opportunities with the skills that employers are recruiting for. The UK PES, through Skills England, delivers a coherent national picture of skills gaps by drawing on local and regional vacancy to shape technical education to respond to employers' skills needs. In turn, employers gain understanding of the local labour market and are encouraged to provide flexible working policies and in-work training opportunities to adapt to this.

Together, coaching and upskilling older workers into work as well as supporting them to succeed in work through caring, or disability and ill-health support programs sponsored by their employers will boost workforce resilience and enable the UK's labour market to respond to and benefit in a greener, automation-driven economy.

4.1.7 United States of America

The National Association of State Workforce Agencies actively collaborates with various state departments across the United States to enhance workforce development through the integration of advanced technologies. These partnerships focus on leveraging AI, virtual reality (VR), and other innovative tools to address the dynamic challenges of the labour market. This collaborative effort ensures that state workforce agencies are not only equipped to handle current demands but are also prepared for future shifts in employment trends and demographics. States like Colorado, Indiana, New Jersey and New York exemplify how technology can transform workforce services, making them more efficient and accessible to a broader range of job seekers and employers.

Here is a compilation of examples demonstrating how different states are using AI and technology to address workforce development challenges, drawn from the documents you provided:

- Colorado Department of Labour and Employment: Colorado's approach includes the use of various AI applications such as ChatGPT and Bing CoPilot to interact with users, providing guidance and support. These AI tools assist in managing inquiries and offering tailored advice, which enhances the user experience and accessibility of employment services. Additionally, the state uses AI for labour exchange and case management, optimizing processes such as job description analysis and resume matching.⁵¹

⁵¹ "Colorado Department of Labor and Employment," accessed June 18, 2025, [Home | Department of Labor & Employment](#)

- Indiana Department of Workforce Development: Indiana is utilizing AI to enhance the precision and effectiveness of their job matching services. The integration of AI helps streamline the connection between job seekers and potential employers by analysing vast amounts of data to identify better fits based on skills and job requirements.⁵²
- New Jersey Department of Labour and Workforce Development: In New Jersey, AI technologies are being deployed to improve service delivery and operational efficiency within the Department of Labor. AI tools are used to automate routine tasks, allowing staff to focus more on strategic initiatives and less on administrative work, thus improving overall productivity and service quality.⁵³
- New York State Department of Labour: New York has taken a step further by integrating both AI and VR technologies. These tools are employed in training and simulation environments to provide job seekers with realistic job previews and training experiences, enhancing their readiness for the workforce. VR especially helps in simulating real-life work scenarios in a controlled environment, which is crucial for sectors requiring high skill levels.⁵⁴

These examples illustrate a trend toward the integration of advanced technologies across state workforce agencies, aiming to improve the effectiveness of employment services and address the challenges presented by demographic changes in the workforce.

4.2 Inclusive Labour Markets for Aging Populations

In the context of an aging population, creating inclusive labour markets is a growing challenge. Public Employment Services play a pivotal role in fostering employment opportunities for older workers, ensuring they remain active contributors to the economy. This chapter explores how PES can develop and implement strategies to promote inclusive employment for older workers. It also highlights the WAPES G7 Midterm Meeting in Paris, which focused on the challenges and opportunities of an ageing population.

4.2.1 Canada

Longer life expectancy, better health, and a shift from more labour-intensive jobs to knowledge-based jobs means that older workers are able to have longer careers. Older workers also have a range of experience and skills that can be valuable to employers.

In face of ongoing labour shortages, over 360 000 new workers could be added to the Canadian labour force if the participation rate of those aged 55-64 were to match the core-working age participation rate.

Canada recognizes that ageism is a challenge faced by older Canadians trying to stay in the labour market or re-enter the workforce. In addition, results from the Programme for the International Assessment of Adult Competencies (PIAAC/OECD 2012 and Labour Force Survey 2022) show that rates for participation in training tend to start declining for the 45-54

⁵² "Indiana Department of Workforce Development ," accessed June 18, 2025, [DWD: DWD Home](#)

⁵³ "Department of Labor & Workforce Development," State of New Jersey, accessed June 18, 2025, [Department of Labor & Workforce Development](#)

⁵⁴ "Department of Labor," New York State, accessed June 18, 2025, [Department of Labor](#)

age group, with those aged 55+ the least likely to participate in training. From an employer perspective, there may be some hesitation to invest in older workers who are expected to retire in the near future. These are all common challenges that older workers face in the labour market.

That is why Canada takes a multi-pronged approach to addressing demographic shifts in the labour market, at once addressing ageism, supporting lifelong learning, and leveraging underrepresented populations' participation. This includes enabling older workers to receive the supports they need to remain active participants in the labour market.

Initiatives

Government of Canada

The Government of Canada is committed to supporting workers at all stages of their careers through a range of initiatives.

Canada's Skills for Success Program⁵⁵ helps Canadians improve their foundational and transferable skills so that they can better prepare for, get and keep a job and adapt and succeed at work. In 2022-2023, nearly 10% of all individuals trained through the program's funded projects were over 55 years of age.

Further, the Forum of Federal, Provincial and Territorial Ministers Responsible for Seniors⁵⁶ continues its work on identifying the most promising initiatives to address ageism, including in the workplace. The Forum has also published a number of reports on the labour force participation of older workers, including *Older Workers: Exploring and Addressing the Stereotypes*,⁵⁷ and *Understanding the impact of public policies and programs on the labour market decision of older workers*.⁵⁸

Job Bank

Job Bank⁵⁹, Canada's national employment service, offers free tools and resources to support diversity and inclusion, assisting various groups in accessing the labour market and encouraging employers to adopt inclusive hiring practices. Examples include:

- Advanced search filter: Mature job seekers

Job Bank provides an advanced search filter⁶⁰ to help mature job seekers find employers interested in hiring them. From 2022 to 2024, over 150,000 job opportunities were posted for mature workers on Job Bank.

- Job Match: Mature job seekers

⁵⁵ "Skills for Success," Government of Canada, accessed June 18, 2025, [Skills for Success](#)

⁵⁶ "Federal/Provincial/Territorial Ministers Responsible for Seniors Forum," Government of Canada, accessed June 18, 2025, [Federal/Provincial/Territorial Ministers Responsible for Seniors Forum](#)

⁵⁷ "Older workers: Exploring and addressing the stereotypes," Government of Canada, accessed June 18, 2025, [Older workers: Exploring and addressing the stereotypes](#)

⁵⁸ "Understanding the impact of public policies and programs on the labour market decisions of older workers," Government of Canada, accessed June 18, 2025, [Understanding the impact of public policies and programs on the labour market decisions of older workers](#)

⁵⁹ "Job Bank," Government of Canada, accessed June 18, 2025, [Available jobs - Search - Job Bank](#)

⁶⁰ "Your career starts here," Government of Canada, accessed June 18, 2025, [Job Bank](#)

Job Match⁶¹, allows mature job seekers to create profiles which automatically match them with suitable job vacancies based on their skills, experience and job preference. Employers can also view profiles and invite mature workers to apply. Between 2022 and 2024, over 6,900 mature job seekers were matched with employers.

- Testing a new approach to promoting diversity and inclusion

Job Bank is testing a new approach allowing employers to promote diversity and inclusion on job posts, highlighting inclusive human resource practices to help job seekers from under-represented groups find suitable matches.

In response to user feedback, Job Bank began prompting employers in spring 2024 to include explanations of their diversity and inclusion practices for mature workers. These practices include policies against age discrimination, awareness training, mentorship, phased retirement options, retirement planning resources, and ergonomic accommodations.

Previously, job postings lacked context for mature workers. Job Bank will continue consulting stakeholders and update its diversity and inclusion features in 2025 to further align with Canada's *Employment Equity Act*.⁶²

- Landing Pages - Mature job seekers and employers interested in hiring mature workers

In 2025, Job Bank will launch two new landing pages to support mature job seekers. One will provide mature job seekers with access to tools and services that can help connect them with the right employment and resource support. The other landing page will offer tools and resources to help employers adopt inclusive workplaces and hiring practices.

These pages will follow models used to support other groups, such as youth⁶³ and Indigenous people⁶⁴, and employers hiring diverse, talented and skilled workforce such as persons with disabilities⁶⁵ and newcomers in Canada.⁶⁶

Provinces and Territories

The Government of Canada's largest and most impactful investment in training is through bilateral Labour market agreements⁶⁷ with provinces and territories. Each year, the Government of Canada provides approximately \$3 billion in funding through the bilateral Labour Market Development Agreements (LMDAs) and the Workforce Development Agreements (WDAs). The Labour market agreements are crucial in supporting a million workers and employers annually, including older workers. In 2022-2023, more than 151,000

⁶¹ "Create a Job Bank account," Government of Canada, accessed June 18, 2025, [Create a Job Bank account - Job Bank](#)

⁶² "Employment Equity Act," Government of Canada, December 15, 1995, [Employment Equity Act](#)

⁶³ "Canada Summer Jobs," Government of Canada, accessed June 18, 2025, [Canada Summer Jobs - Job Bank](#)

⁶⁴ "Find a job in Canada as an Indigenous person," Government of Canada, accessed June 18, 2025, [Find a job in Canada as an Indigenous person - Job Bank](#)

⁶⁵ "Hire persons with disabilities," Government of Canada, accessed June 18, 2025, [Recruit persons with disabilities - Job Bank](#)

⁶⁶ "Recruit newcomers to Canada," Government of Canada, accessed June 18, 2025, [Recruit newcomers to Canada - Job Bank](#)

⁶⁷ "About the Labour Market Development Agreements program," Government of Canada, accessed June 18, 2025, [Labour Market Development Agreements](#)

older workers received training and employment supports under these agreements, representing 10% of clients served under these agreements.

At the provincial and territorial level, there exists training supports for older workers, which are funded by the federal government's Workforce Development Agreements. Some examples include:

- Ontario:

The province of Ontario lists older workers as one of the groups considered as underrepresented and clients can self-identify when participating in employment and training programming.

The Literacy and Basic Skills program⁶⁸ (funded under LMDA and WDA) provides opportunities for adult learners (19 years old or older) to improve their goals of employment, apprenticeship, postsecondary education, secondary school credit, or greater independence. In 2022-2023, 15% of participants were 55 years or older.

Employment Service (funded under LMDA and WDA) offers a range of resources, supports and services to respond to the career and employment needs of individuals and the skilled labour needs of employers. It links with other Employment Ontario programs and services and provides the service foundation for training programs. In 2022-2023, 14% of participants were 55 years or older.

- British Columbia:

Older Workers 55+ program⁶⁹ in British Columbia provides skills training and employment support for adults aged 55 years or over to overcome barriers and achieve sustainable employment.

4.2.2 France

Despite an increase in their employment rate since 2008, senior citizens face more long-term unemployment than other age groups. In 2018, 57.7% of jobseekers aged over 50 had been in this situation for more than a year, and 38% for more than two years. At the end of December 2023, there were just over 300,000 senior long-term jobseekers (aged over 55), i.e. 28.5% of long-term jobseekers, with an over-representation among long-term jobseekers (who have spent at least 12 months in category A over the last 15 years).

The government has set the target of increasing the employment rate for 60-64 year-olds to 65% 'by 2030' (compared with 36.2% in 2022, 12.3 points below the European average). The employment rate for seniors in France is lower than in most European countries.

France Travail's action is crucial, on the one hand, to detect the risks of demotivation and demotivation as early as possible and, on the other hand, to support this group.

France Travail supports jobseekers according to their needs, regardless of how long they have been registered or their age. Our services are therefore not segmented by type of public.

⁶⁸ "Employment Ontario Partners' Gateway," Government of Canada, accessed June 18, 2025, [Employment Ontario Partners' Gateway](#)

⁶⁹ "The 55+ Advantage," WorkBC, accessed June 25, 2025, [Mainland/Southwest | WorkBC](#)

Seniors (aged 55 and over) are not a homogeneous group in terms of job-seeking support needs. However, some of the problems encountered by this group are directly linked to age: the end of one's career and the approach of retirement, the need to make the most of the years of experience and skills acquired throughout one's career, to adapt these skills to the job market, to prepare a sales pitch to respond to employers' reticence (linked in particular to health).

France Travail therefore needs to take account of these additional specific needs in order to help people return to or gain access to sustainable employment within the framework of existing services, which need to be adapted, and 'end-to-end' career paths.

To achieve this, France travail mobilises national services in all its local offices, which can be supplemented locally by services that take account of local contexts:

- Encouraging the introduction of work experience to secure career plans and initiate recruitment.
- Work on age-related perceptions.
- Valuing the wealth of past experience.
- Be reassured in your ability to embark on a new project and find a new job.
- Considering all forms of activity (specific contracts, setting up or taking over a business, etc.).
- Certain services are particularly adapted to the needs of these groups.
- To diagnose the situation in which people are trapped in unemployment: the remobilisation pathway for LTUs.
- To restore self-confidence: the 'Enhance your professional image' (Valoriser son image professionnelle) service or the 'Take stock of my skills' (Faire le point sur mes compétences) workshop.
- To (re)work on job-seeking techniques: the 'All the keys to my lasting job/Stable employment is for me' services.
- To take better account of health issues and become aware of the impact of your health on your return to work: the 'health and employment pathway' service.
- To become aware of the time gap before retirement: employment-retirement workshops in partnership with the National old age pension fund (CNAV).

France Travail also relies on the expertise of its 965 occupational psychologists to provide additional support, sometimes necessary to regain confidence or retrain, and to offer local services tailored to the needs of senior jobseekers.

Even if the way in which senior citizens are viewed is changing, we believe it is essential to combat the age-related stereotypes that some employers may have when hiring a senior citizen, and also to combat the self-censorship of some senior jobseekers when it comes to taking training courses, for example, or applying for certain types of positions.

To work on these issues, France Travail is currently testing services. For example, a workshop for jobseekers aged 55 and over to help them regain their confidence and combat self-censorship.

- Target: over-55s newly registered or re-registered after 1 year off the rolls.
- Aims: make the most of their wealth of past experience; take stock of their career plans, identify their strengths and skills; assess their situation in relation to the job market; address age-related perceptions; identify solutions that meet their situation and needs.
- Facilitated by occupational psychologists.

Local initiatives for senior employment: side documents can be provided if needed.

The remobilisation pathway: designed for very long-term jobseekers, is based on support from the counsellor, who mobilises the services of France Travail and its partners, in particular to remove problems or barriers to employment, as required.

It is based on a:

- 'Remobilisation pack', which aims at updating the diagnosis of the situation, to help the beneficiary regain confidence in his or her ability to find a job and to find a solution adapted to his or her needs.
- 'Individualised action programme', at the end of the pack, according to the needs identified, supported, planned and immediately implemented with the aim of returning to employment or training within 6 months.

From the Stadium to Employment is an innovative national event that uses the values of sport to boost recruitment.

This national operation brings jobseekers and employers together, using sport and interpersonal skills as a lever for recruiting differently. The scheme has been part of the recruitment drive for the 2024 Olympic Games. It is an innovative scheme that uses sport to reveal qualities needed in the workplace, such as listening skills, respect for instructions, a sense of teamwork and team spirit.

The idea behind this scheme is to offer companies a different way of recruiting, by focusing firstly on the personal skills of applicants, highlighted through a collective and friendly practice of a sport (rugby, basketball, athletics, badminton, etc.) adapted to each individual. This is followed by a convivial lunch, where everyone has a chance to show off their skills.

Finally, the afternoon is devoted to job dating. This enables applicants and companies to talk directly to each other with a view to recruitment.

In 2023, more than 9,000 senior citizens benefited from this programme, i.e. 24% of the total number of participants.

Senior citizens (aged over 55) account for just over 7% of jobseekers entering training, whereas they represent around 15% of registered jobseekers. Over the last 12 months (December 2022 to November 2023), just over 80,000 senior jobseekers entered training.

To be effective and facilitate a return to employment, training must correspond to the skills needs of companies and the labour market. This is why France Travail is working with training organisations to adapt teaching methods, alternating theory with on-the-job training.

As a result, between 2020 and 2022, the number of jobseekers aged over 50 who received training increased by 69% (i.e. more than 226,360 seniors) compared with 41% for all groups combined.

In addition, work is also being carried out with companies to combat representations and discrimination against this group. France Travail's 5,700 company counsellors also work on a daily basis to bring recruiters and jobseekers together. For example, Recruitment by simulation method (Méthode de recrutement par simulation) is of particular benefit to senior citizens, and immersion within companies are also an excellent way of dispelling prejudices, enhancing skills, discovering new professions and forging real convictions in real-life situations.

An inclusive strategy must also take into account the situation of family carers. Seniors are likely to be close carers for elderly people who are losing their independence. France Travail's actions should therefore also be coordinated with aid for family carers (daily allowance, respite aid, personalised autonomy allowance, training, support groups, etc.).

Faced with recruitment difficulties in a number of sectors, France travail has mobilised strongly by setting up the 'sectoral pools' plan to intensify support in these sectors and rapidly meet the needs of companies.

The objectives of this plan are to rapidly meet the needs of companies in 42 short-staffed occupations and to secure contacts for the benefit of jobseekers and companies, by better negotiating the expectations of recruiters.

Counsellors must identify job vacancies that are unlikely to be filled as early as possible, so that they can:

- Negotiate the criteria for job offers with recruiters
- Confront companies with the realities of the job market, to help them change the way they recruit.
- Secure and optimise the number and quality of candidates in the pool.

It is essential to involve companies in work on the employment of seniors to promote their recruitment and combat the stereotypes/discrimination still present in some companies today. Indeed, if seniors are supported and are ready to be recruited, employers must change their attitude and also be ready to recruit them.

4.2.3 Germany

In the coming decades, Germany risks losing a seven-digit number of workers due to demographic change if no countermeasures are taken. As compared to the rest of Europe, the labour force participation rate and the employment rate of older people in Germany are above average.⁷⁰ The PES in Germany, the BA, plays a central role in tackling these

⁷⁰ "Older People in the Working World," Institute for Employment Research, accessed June 18, 2025, [Older People in the Working World - IAB - Institut für Arbeitsmarkt- und Berufsforschung](#)

challenges. The goal is to ensure that older workers remain active in the working life, countering the challenges posed by demographic change.

Key Roles of Public Employment Services in Germany:

The BA addresses these challenges through programs focused on reskilling and upskilling as well as workplace health promotion to support older workers in remaining active in the workforce. Despite the efforts by the BA, some employers continue to be put off by older workers. Why? Their prejudices are often based on false assumptions: They fear that they are no longer productive, work more slowly and are unwilling to adapt to new technologies. There is a fear that older workers are less resilient, flexible, creative, innovative and willing to learn than younger employees.

Via Support Programs, BA offers specialized counselling services and programs to facilitate the re-entry of older workers into the labour market. In collaboration with companies, the BA promotes the creation of age-appropriate workplaces that cater to the specific needs of older workers. The BA also engages in awareness campaigns to combat age-related prejudices and encourages employers to value the experience and skills of older workers.⁷¹

Addressing Demographic Changes:

Demographic shifts, such as an aging workforce, necessitate strategic responses from public employment services. The BA's initiatives include:

- Encouraging Older Workers' Participation: Programs aimed at retaining older employees in the workforce by providing targeted training and flexible working conditions.
- Youth Employment Programs: Initiatives like the 'Berufsausbildung in außerbetrieblichen Einrichtungen' (Vocational Training in Non-Company Institutions) help young people, including those from disadvantaged backgrounds, gain valuable skills and enter the labour market.

Example of successful PES Initiatives – 'Eingliederungszuschuss':

In addition, the BA provides financial support and incentives when companies hire employees who have reached the age of 50 and are unemployed or at risk of unemployment. This is intended to compensate for certain deficits (e.g. long induction periods) in newly recruited employees. This instrument is called 'Eingliederungszuschuss' (integration subsidy).⁷²

Companies receive it as a wage cost subsidy. For employees who have reached the age of 55, the duration of the subsidy can be up to 36 months with a subsidy amount of up to 50 percent. It is based on the gross wages, the performance of the employee and the respective integration requirements.⁷³

⁷¹ Katja Feuerstein, "Best Ager am Arbeitsmarkt: Eine ungenutzte Ressource im Kampf gegen den Fachkräftemangel," Bundesagentur für Arbeit, April 16, 2024, [Best Ager gegen den Fachkräftemangel | Faktor-A](#)

⁷² "Apply for integration subsidy at the employment agency," Federal Ministry of Labor and Social Affairs, accessed June 18, 2025, [Bundesportal | Apply for integration subsidy at the employment agency](#)

⁷³ "Eingliederungszuschuss beantragen," Bundesagentur für Arbeit, accessed June 18, 2025, [Eingliederungszuschuss online beantragen | Bundesagentur für Arbeit](#)

The BA ensures that older workers are not left behind in the evolving labour market by offering tailored programs and reskilling initiatives. These strategies improve older workers' employability and contribute to economic stability by leveraging their long-term experience and expertise. By promoting lifelong learning, creating age-friendly workplaces, and providing financial support and incentives when companies hire older employees, the BA actively supports social inclusion and economic growth.

4.2.4 Italy

The Italian labour market system has a significantly high average age, among the highest in the world, around 48 years. Demographic trends call for an increase in the average retirement age, today lower than the European average, and the abandonment of the possibility of early retirement. Therefore, policies and instruments aimed at active ageing are crucial. These instruments concern the employed and the unemployed. Interventions concerning the employed constitute preventive measures for unemployment and act mainly in the dissemination of lifelong learning and retraining measures for workers. Interventions concerning the adult unemployed, on the other hand, are managed with a key role attributed to public employment services.

The G7 final document on employment and labour market recommends nations to adopt tools and policies to support active aging also through the role of public employment services and the Italian national plan takes this fundamental indication into account.

The national employability programme GOL (Garanzia di Occupabilità dei Lavoratori)⁷⁴

Italian employment services are involved as promoters of a special national programme funded through the National Plan for Recovery and Resilience. This national plan is managed through the intervention function entrusted to the employment centres and operates as an employability measure acting on five different lines:

- Accompaniment to work
- Upskilling
- Reskilling
- Specific measure for those experiencing a disadvantaged or disabled condition
- Specific measure for those who are involved in a business or economic sector crisis.

These interventions are carried out on the basis of a prior assessment and verification of employability and involved in particular unemployed adults, so as to favour reintegration into work.

The results of the national programme

The GOL measure involved (September 2024 data) about 500,000 unemployed persons over the age of 55, the majority of whom lacked a diploma or vocational qualification and seventy per cent of whom were involved in upskilling or reskilling activities. The inclusion of many unemployed adults in digital skills enhancement and adaptation pathways, both on the basis

⁷⁴ "Programma GOL," Ministry of Labour and Social Policies, accessed June 18, 2025, [Programma GOL | Ministero del Lavoro e delle Politiche Sociali](#)

of the national GOL measure and through regional instruments, should be mentioned in particular.

Considerations

The Italian experience launched in 2022 with the GOL program shows some basic elements:

- It seems essential to provide transversal activation measures that do not separate adult workers over 55 from other conditions but favour shared paths
- It is useful to place workers over 55 in targeted and strengthened paths only if they belong to disadvantaged categories
- The long-term unemployed adults must access specific paths and strengthened plans
- The upskilling and technological skills updating path is a necessary intervention that in the case of unemployed over 55 can be made mandatory
- The path of accompanying the unemployed adults with greater employability deficit to work occurs through the relationship between a targeted and long-term requalification path linked to assessment moments and motivational paths.

This intervention tool presupposes a central role of public employment services and the particular of individual consultancy and support.

4.2.5 Japan

For older jobseekers, Hello Work (Japanese local PES offices) provides detailed job counselling/placement services. For employers, the government obliges them to prepare a job-search-support document to help their older employees smoothly find new employment when they are scheduled to leave their companies for employer-side reason or others. In addition, in order to create an environment in which older people can work regardless of their age, the government also obliges employers to take measures to keep their employees employed until the age of 65, and Hello Work provides expert advice and guidance on this obligation. On the other hand, employers who hire older workers aged 60 or older through Hello Work referrals are subsidized in part for their wages.

The Ministry of Health, Labour and Welfare (MHLW) has also opened a special website “Elderly Employment Measures Lab”⁷⁵, which provides useful information and good examples of elderly employment targeted respectively at employers, older people, and local governments.

Recent efforts and practices

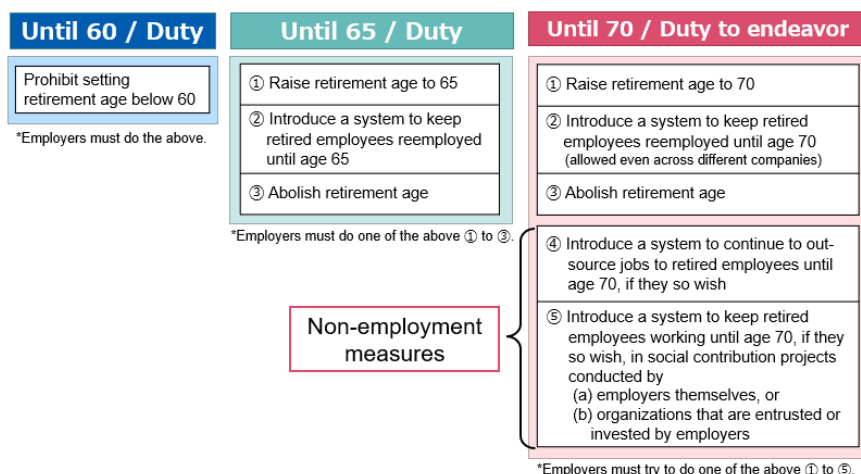
For older jobseekers

“Lifelong Active Support Corners” have been set up at 300 major Hello Work offices nationwide, providing reemployment support to older jobseekers aged about 60 or older.

⁷⁵ “高齢者雇用対策ラボ [Elderly Employment Measures Lab],” Ministry of Health, Labour and Welfare, accessed June 18, 2025, [高齢者雇用対策ラボ](#)

For employers

In addition to the existing “obligation to keep employees employed until age 65,” employers are also advised since 2021 to strive to secure work opportunities for their older employees until age 70, making the related regulations imposed on employers more complicated as shown in the diagram below. For this reason, Hello Work continues to provide expert advice and guidance on these regulations and strive to popularize and establish them.⁷⁶



For local governments

As the “obligation to make efforts to secure work opportunities until the age 70” includes measures such as continued employment across different companies, working and social participation without employment, etc., it will be important, particularly from now on, not only to promote employment in companies but also to create diverse work opportunities in the local area according to the needs of the elderly. Therefore, from 2022, some projects have been entrusted to councils mainly composed of local governments and have created, developed, and disseminated sustainable models of local working-support efforts for the elderly.⁷⁷

In order to enhance the employability of older workers and support their ongoing participation in the labour market, and to realize the “Lifelong Active Society” which ensures that older workers are not left behind in the ever-evolving labour market, it is important to implement measures consisting of three pillars in an integrated manner: “improving the work environment in companies”, “supporting re-employment for middle-aged and elderly people”, and “ensuring diverse work opportunities in local areas”.



⁷⁶ “事例ピックアップ [Case Pickup],” JEED, accessed June 18, 2025, [事例ピックアップ](#)

⁷⁷ “持続可能な高齢者等の雇用・就業支援のモデル構築に向けて、10地域の協議会による情報交換会を開催【厚生労働省委託事業】 [Towards the establishment of a model for sustainable employment and job support for older people],” Digital Administration, November 17, 2023, [デジタル行政](#)

4.2.6 United Kingdom

Older people account for approximately one third of the national workforce within the UK. The UK State Pension age is currently 66 for both men and women, with plans for a rise to 67 between 2026-28 (*Note: we're awaiting details of the new Government's position on this and future changes to state pension age*), meaning there are likely to be more older people in the labour market and for longer over the coming years.

Jobcentre Plus delivers tailored support for older people to overcome age-related barriers to work, barriers such as low confidence, health and disability-related issues, caring responsibilities and skills and qualifications that may be out of date or less suited to modern labour markets. Support to enable older people to become more active in the labour market begins with the most basic of approaches: the option to extend their contact time with a Work Coach.

This additional Work Coach time provides the opportunity, amongst other things, to:

- Review progress towards securing a job
- Discuss the specific barriers faced by that individual and how to overcome them
- Offer understanding and help to manage caring responsibilities
- Direct and/or submit people to services and provision offered by national and local partners and third-party providers that could also help.

Alongside this regular, one-to-one support is the offer to participate in mid-life review groups, which seek to remove real and perceived barriers which may be inhibiting an older person's immediate progress towards work. The groups offer additional work search, skills and career support, plus help with broader lifestyle challenges including financial and retirement planning.

The UK also offers support for women going through the menopause to stay in work and to progress their careers. The second Menopause Employment Ambassador, Mariella Frostrup, has been appointed to work with employers across the UK to improve workforce support for women experiencing the menopause, raising awareness of the symptoms and championing the economic contributions of women. Indeed, DWP itself is a member of the cross-government Menopause Executive Committee and has developed toolkits for employees and line managers as well as a staff Menopause Network.

The Get Britain Working Plan and WorkWell Pilot

The Get Britain Working plan marks the start of the biggest reforms to UK employment support in a generation, and will tackle economic inactivity and boost employment across the country. Its key elements are to:

- Bring together our Jobcentre Plus and National Careers services. This new, combined service will integrate personalised employment support with expert careers advisers, enabling a more joined-up public employment service.
- Devolve more power to local areas, allowing them to develop their own growth plans in a way that joins up work, health and skills to best support older people, disabled people and those with health conditions and/or disabilities. This includes the use of local mayoral authorities, councils, health services, businesses, educational

institutions and the voluntary sector, who will all come together to deliver real employment opportunities tailored to local people.

As part of the plan, the WorkWell programme offers support for people out of work or at risk of leaving work, bringing together a range of local work and health services. The pilot programme went live in October 2024 and aims to reach 56,000 people across the pilot area by spring 2026.

WorkWell will link individuals in need of support with professionals who will offer a range of assistance, including basic employability advice like CV writing and interview techniques, physiotherapy and counselling, and in-work support such as return-to-work plans and advice on reasonable adjustments.

The Get Britain Working plan is key to the UK's mission to deliver sustained economic growth. A central belief is that work is good for individuals, businesses and for the growth of the economy. Work brings a sense of purpose, dignity and self-respect which, alongside the benefits of regular relationships and connections, play a big part in maintaining good health in older age.

4.2.7 United States of America

The United States is grappling with the challenges of an aging population and growing demographic diversity. As the population continues to age, there are rising concerns about the sustainability of social security systems, the strain on healthcare services, and the changing dynamics within communities. Alongside these challenges, the U.S. is also experiencing a shift in its population distribution, with increasing urbanization and significant growth in minority populations.

Demographic Shifts of the Workforce

The U.S population is older today than it has ever been. Between 1980 and 2022, the median age of the population increased from 30.0 to 38.9, but one-third (17) of states in the country had a median age above 40 in 2022.

The older population is becoming more racially and ethnically diverse.

The rising diversity among older Americans can't match the rapidly changing racial/ethnic composition of those under age 18, creating a diversity gap between generations.

Key Demographic Indicators

- Fluctuations in Population Size
 - The U.S. population has grown steadily, reaching approximately 335 million in 2024. Population growth is influenced by various factors, including birth rates, death rates, and net migration. Recent years have seen a slowdown in growth rates, with an increase in the aging population and a declining birth rate.⁷⁸

⁷⁸“Census Bureau Projects U.S. and World Populations on New Year’s Day,” U.S. Department of Commerce, January 3, 2024, [U.S. Department of Commerce](#)

- Shifts in Age Distribution
 - The median age in the U.S. has increased from 34.2 years in 2000 to approximately 38.5 years in 2023. This shift reflects a growing proportion of older adults, with the number of individuals aged 65 and older expected to double by 2060, reaching about 94.7 million. The aging population poses challenges for the workforce, healthcare, and social security systems.⁷⁹
- Changes in Pension Age Policies
 - The U.S. has gradually increased the full retirement age for Social Security benefits, currently set at 67 for individuals born in 1960 or later. This change is designed to accommodate longer life expectancies and ensure the sustainability of the social security system. Ongoing discussions focus on potential reforms to pension policies to address the financial pressures of an aging population.⁸⁰
- Variations in Life Expectancy Rates
 - As of 2022, life expectancy in the U.S. was approximately 74.8 years for men and 80.2 years for women. Life expectancy has been affected by various factors, including healthcare access, socioeconomic status, and lifestyle choices. Recent trends show a slight decline in life expectancy due to the COVID-19 pandemic and rising health disparities.⁸¹
- Trends in Immigration (Inflows) and Emigration (Outflows)
 - The U.S. continues to attract immigrants, with approximately 1.1 million legal permanent residents in 2022. Immigration contributes to population growth, especially among younger demographics, which helps mitigate some aging effects. Emigration rates are lower, but there is a notable trend of U.S. citizens relocating abroad, particularly for employment opportunities.⁸²

Role of Public Employment Service

The NASWA emphasizes the importance of addressing demographic changes in the U.S. workforce through its 2024 Legislative Priorities. These priorities focus on enhancing workforce development to better align with the evolving needs of a diverse population, including youth and underserved communities. Key initiatives include increasing federal investments in workforce programs, promoting economic mobility, and reducing systemic barriers to employment. Additionally, there is a push for more flexible funding that allows states

⁷⁹ Jonathan Vespa, David M. Armstrong, and Lauren Medina, “Demographic Turning Points for the United States: Population Projections for 2020 to 2060,” *United States Census Bureau*, February, 2020. [Demographic Turning Points for the United States](#)

⁸⁰ “The 2022 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds,” The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, June 2, 2022, [2022 Annual Report](#)

⁸¹ Kenneth D. Kochanek, M.A., Sherry L. Murphy, B.S., Jiaquan Xu, M.D., and Elizabeth Arias, Ph.D “Mortality in the United States, 2022,” *U.S. Department of Health and Human Services*, March 2024, [NCHS Data Brief](#)

⁸² “2022 Yearbook of Immigration Statistics,” Office of Homeland Security Statistics, November 2023, [2022 Yearbook of Immigration Statistics](#)

to tailor their workforce strategies to local demographic realities, ensuring that all individuals have access to training and employment opportunities.

For more details, you can view the full report.⁸³

U.S. Department of Labor - Addressing Demographic Changes

In response to the demographic changes in the USA, the Government has implemented various initiatives aimed at enhancing workforce development. These initiatives include partnerships with educational institutions to create tailored training programs that address skills gaps, targeted outreach to underrepresented populations to promote labour market inclusivity, and the development of job placement services that effectively match job seekers with employment opportunities. Through these measures, the PES is actively working to ensure a resilient labour market that can adapt to the challenges of an aging population and changing demographic dynamics.⁸⁴

National Program: Senior Community Service Employment Program (SCSEP)

- Goals: Older workers learn new skills, foster self-sufficiency training and job placement, and work to re-enter the workforce.
- Services: Earn at least minimum wage, offered job training and education opportunities, and on-the-job experience.
- Qualifications: 55 years of age or older, annual income level below 125% of poverty level and be unemployed.

Local Program in Iowa: Navigating Ageism: Job Search Workshop Gives Advice to Older Iowans.⁸⁵ Workshop teaches how to age-proof your resume and stay technologically current.

Local Employer in Alaska hiring older workers: Story can be found here⁸⁶ and their website.⁸⁷

4.2.8 13 November 2024 - G7 Midterm Meeting on the Topic of an Ageing Population

The WAPES G7 Midterm Working Group convened its meeting on November 13, 2024, at the France Travail headquarters in Paris, as part of an ongoing series of discussions that began in Spring 2024. These discussions aimed to prepare this working paper addressing the challenges of demographic change.

For this midterm session, the focus was placed on the aging workforce, a common issue across the G7 nations characterized by low birth rates and tight labour markets. This scenario necessitates a reorganization and adaptation of public employment services to engage people

⁸³ "NASWA's 2024 Legislative Priorities," The National Association of State Workforce Agencies, January 10, 2024, [NASWA's 2024 Legislative Priorities | National Association of State Workforce Agencies](#)

⁸⁴ "Workforce Innovation and Opportunity Act of 2022," U.S. Congress, May 5, 2022, [H.R.7309 - 117th Congress \(2021-2022\): Workforce Innovation and Opportunity Act of 2022](#)

⁸⁵ "Navigating Ageism: Job Search Workshop Gives Advice to Older Iowans," Iowa Workforce Department, April 20, 2023, [Navigating Ageism: Job Search Workshop Gives Advice to Older Iowans | Iowa Workforce Development](#)

⁸⁶ "Copper River Seafoods Receives National Business of the Year Award," The National Association of State Workforce Agencies, September 11, 2019, [Copper River Seafoods Receives National Business of the Year Award | National Association of State Workforce Agencies](#)

⁸⁷ "Copper River Seafoods," accessed June 20, 2025, [Copper River Seafoods, Inc.](#)

of all ages in meaningful employment. The day featured inspiring presentations, where countries shared real- world approaches. Highlights included job search tools specifically designed for mature workers, skill-building programs, employer support initiatives, and much more also for supporting vulnerable persons with multiple challenges.

The group furthermore had the honour to host and invite representatives from the ILO, OECD, and the European Commission who outlined global aging trends and their implications for labour markets and institutions. More Information and a report can be found on the WAPES website.⁸⁸



4.3 Skill Mismatch and Employment Opportunities: Strategies for addressing skill mismatches through PES

Skill mismatches pose a significant barrier to employment, especially in rapidly evolving labour markets. Public Employment Services are uniquely positioned to identify gaps between workers' skills and labour market needs, and to implement targeted interventions. This chapter examines strategies PES can adopt to bridge skill mismatches and enhance employment opportunities across diverse sectors and populations.

4.3.1 Canada

Understanding Skill Mismatches

Canada constantly monitors the labour market, its trends, and evolving needs to understand skill mismatches through a variety of ways.

Employment and Social Development Canada (ESDC) undertakes policy relevant research on an ad-hoc basis on issues related to skills and employment, including study of skill mismatches. These studies are often focused on certain populations of interest (e.g.

⁸⁸ Pierre-Alain Vandewalle, "Mid-term meeting of the G7 working group in Paris," WAPES, November 22, 2024, [Mid-term meeting of the G7 working group in Paris - WAPES](#)

immigrants, women, other under-represented groups) via analysis of survey data, including Canada's Census.

In addition, Canada's **Future Skills Centre**⁸⁹ helps understanding the evolution of the Canadian labour through independent innovation and applied research that identifies emerging skills trends, tests new approaches to skills assessment and development, and disseminates evidence widely to inform future programming.

Strategies to address skill mismatches and support workforce adaptability

Canada's strategy to address skill mismatches and support workforce adaptability is implemented through its collaboration with provinces and territories, as well as through its suite of programs and policies.

Labour market agreements

The Government of Canada invests \$3 billion annually under the labour market agreements (Labour Market Development Agreements and Workforce Development Agreements) with provinces and territories (P/Ts). This partnership with P/Ts underpins the Government of Canada's labour market priorities and reduces skill mismatches by using the provincial and territorial employment services network of employment centres and training institutions. These agreements support one million Canadians annually to get training and employment supports they need. The agreements provide place-based supports to help workers and employers adapt to the changing and diverse needs of the labour market, including those related to sectors in demand.

Job Bank

Job Bank, Canada's online national employment service, has several tools and resources available to help identify, understand, and address skills mismatches between individual job seekers and employers, including:

- **Job Match**⁹⁰: Allows job seekers to see the skills in demand by employers for a particular job/occupation (as well as determine their skills fit with a job opportunity).
- **School to Work Transition Tool**⁹¹: Make informed choices about one's education and skills to find a job or career.
- **Career Quizzes**⁹²: Job Bank's career quizzes and tests help individuals choose, change, or develop one's career by getting to know oneself better and explore the wide range of career opportunities available.
- **Job Transition tool**⁹³: Find new job opportunities that may require some gap training but suits one's career goals and interests.

⁸⁹ "Future Skills Centre," Government of Canada, accessed June 20, 2025, [Home - Future Skills Centre • Centre des Compétences futures](#)

⁹⁰ "JobMatch," Government of Canada, accessed June 20, 2025, [Job Match - Job Bank](#)

⁹¹ "School to Work Transition Tool," Government of Canada, accessed June 20, 2025, [School to Work Transition Tool - Job Bank](#)

⁹² "Career Quizzes," Government of Canada, accessed June 20, 2025, [Plan your career with the Career quizzes - Job Bank](#)

⁹³ "Job Transition Tool," Government of Canada, accessed June 20, 2025, [Job Transition Tool - Job Bank](#)

- **Job Profiles**⁹⁴: Learn about an occupation: skills, jobs requirements, wages, available jobs, career prospects, and more.
- **Career Planning Advice**⁹⁵: Discover the key steps one should consider when planning a career.

Job Bank also connects with over 838 employment centres across Canada. These centres offer advice and guidance best suited to the reality of local labour markets and provide job seekers with services such as skills and abilities assessments, assistance in job search, resume writing, interview preparation, workshops and information sessions on the labour market and referrals to employment counselling and training programs.

Sectoral Workforce Solution Program

The **Sectoral Workforce Solutions Program (SWSP)**⁹⁶ addresses and prevent skills mismatches in the Canadian labour market. By funding sector-specific projects, it enables workers to acquire the necessary reskilling and training that align with current and emerging demands across industries. SWSP projects leverage a wide range of activities such as developing labour market information, training curricula, and tools, and implementing initiatives that support employers and workers.

Student Work Placement Program

The **Student Work Placement (SWP) Program**⁹⁷ decreases skills mismatches among Canadian students by supporting the creation of work-integrated learning (WIL) opportunities for students of all ages enrolled in any post-secondary education program at a college, university or polytechnic in Canada. SWP supports post-secondary students to develop work-ready skills, employers to hire and develop talent, and post-secondary institutions to keep pace with changing on-the-job expectations. In order to ensure access and encourage inclusion, SWP takes step to promote WIL opportunities for underrepresented students, including visible minorities, women in STEM, Indigenous peoples, persons with disabilities, and newcomers to Canada.

Community Workforce Development Program

Introduced in 2021, the **Community Workforce Development Program (CWDP)**⁹⁸ is a trial program that supports communities to develop local plans that identify high growth areas and connect employers with training providers to upskill and reskill jobseekers to fill jobs in demand. CWDP tests innovative community-based approaches to help communities recover and improve resiliency through workforce planning and skills training that aims to advance national and regional priorities, including the transition to a low-carbon economy.

⁹⁴ “Job Profiles,” Government of Canada, accessed June 20, 2025, [Job profiles - Job Bank](#)

⁹⁵ “Career planning advice,” Government of Canada, accessed June 20, 2025, [Career planning advice - Job Bank](#)

⁹⁶ “About the Sectoral Workforce Solutions Program,” Government of Canada, accessed June 20, 2025, [About the Sectoral Workforce Solutions Program - Canada.ca](#)

⁹⁷ “Student Work Placement Program,” Government of Canada, accessed June 20, 2025, [Student Work Placement Program - Canada.ca](#)

⁹⁸ “Community Workforce Development Program,” Government of Canada, accessed June 20, 2025, [Community Workforce Development Program - Canada.ca](#)

Skills for Success

Canada launched the Skills for Success model (SFS) which identifies nine foundational and transferable skills that will help Canadians respond to the needs of the current and future labour market. In addition to literacy, numeracy and digital skills, the model incorporates skills such as adaptability and creativity and innovation, which are needed to succeed in a rapidly changing workplace, SFS also supports individuals from under-represented groups including Indigenous Peoples, persons with disabilities, women, 2SLGBTQ+ Canadians⁹⁹, persons from official language minority communities and racialized Canadians.

Through SFS, up to 90,000 Canadians will improve their foundational and transferable skills so that they can better prepare for, get, and keep a job and adapt and succeed at work. Projects funded by the Skills for Success program provide various supports to individuals, including job-training opportunities, online or in-person, free skills assessment tools and training resources, and help in connecting with employers and available jobs.

Case studies

Skills for Success

- A successful Skills for Success project that addresses skills mismatching is the \$630,000 funding agreement with Prince Edward Island (PEI), in partnership with a third-party organization called PEI Literacy Alliance, to deliver a pilot program to improve the foundational and transferable skills of underemployed and unemployed Canadians to work in the healthcare sector. The pilot, which started in 2022 and is expected to end in 2025, provides participants with six-week work placements in the PEI healthcare sector and supports employers with mentorship services to ensure they are well supported. To date, this project has trained 48 individuals, engaged with four community social support partners, and collaborated with eight employers.

Future Skills

- The Future Skills Centre's **Virtual recruitment & assessment for the unionized construction industry** project aims to meet a growing demand for workers in the construction industry, particularly from underrepresented groups. Through a free online platform offering resources and career advice, active workers and job seekers can explore apprenticeships and careers in the skilled construction trades, connect to an online assessment, access learning tools and resources, and use a matching system for unionized construction work. The first phase of the project was highly successful in attracting approximately 4,500 candidates, including traditionally underrepresented populations, to explore careers in the skilled construction trades.

⁹⁹ "2SLGBTQ+: It is the acronym used by the Government of Canada to refer to the Canadian community. 2S: at the front, recognizes Two-Spirit people as the first 2SLGBTQI+ communities; L: Lesbian; G: Gay; B: Bisexual; T: Transgender; Q: Queer; I: Intersex, considers sex characteristics beyond sexual orientation, gender identity and gender expression; +: is inclusive of people who identify as part of sexual and gender diverse communities, who use additional terminologies". Source: [2SLGBTQI+ terminology – Glossary and common acronyms - Canada.ca](https://www24.intelcom.ca/2slgbtqi-terminology-glossary-and-common-acronyms-canada-ca)

Conclusion

Canada addresses skill mismatches through funding, programming and labour market tools such as Job Bank, the Sectoral Workforce Solution Program, the Student Work Placement Program, the Community Workforce Development Program, labour market agreements, Future Skills and Skills for Success. These initiatives support adapting the labour market to demographic shifts and enhancing employment opportunities for underrepresented groups while increasing workforce resilience. Addressing skills mismatches also boosts productivity by ensuring Canadian workers have the right skills for available jobs, driving innovation and efficiency.

4.3.2 France

Role of France's PES

Every year, France Travail sends out a questionnaire to establishments (*Workforce needs/ Enquête sur les Besoins de Main d'Oeuvre - BMO*) to find out their recruitment needs by sector of activity and employment area. Among other things, it enables jobseekers to be better directed towards training courses or job offers that meet the needs of the labour market.

Besides, the labour market can be observed at national, regional and local levels. All implicated actors, e.g. counsellors (who guide jobseekers, companies and territories), work therapists, as well as local managers, steer the actions to guide France Travail's (FT) progress in that area. This can be carried out through various tools: one of them is called "*Territorial Diagnosis*", an analysis that summarises the main characteristics, strengths, weaknesses and potential in each region (jobseekers, employers and partnerships), through the observation of local economic activities, designated indicators, and the Big Library of France Competencies.¹⁰⁰

Tools to address skill mismatches:

- **MétierScope**: is designed to help people in career transition who are looking for information on careers, skills and procedures.
- "**Changer de métier – Change Career**", opens new career prospects for users, by proposing a list of 10 occupations close to their skills profile. If they are one of the 10 closest jobs, the jobs sought in the profile appear in the list.
- **Méthode de Recrutement par Simulation - Simulation Recruitment Method**: consists of identifying all the assets (talents, soft skills...) that candidates possess and that can be transferred to work stations. Candidates take part in an assessment session during which they complete exercises specifically designed relating to real-life work situations.
- **Toutes les clés pour mon emploi durable - All the keys to sustainable employment** is an individual, personalised service on job search techniques, in which skills are certified in relation to the career plan.

¹⁰⁰ "Grande Bibliothèque : un panorama riche et varié d'études prospectives pour mieux connaître et comprendre les enjeux métier des branches," France Compétences, July 3, 2023, [France compétences](#)

- **Profil de compétences dans l'espace personnel - The Personal Space Skills Profile:** The skills-based approach enables to better meet the expectations of recruiters, who are looking for skills that are constantly evolving, in addition to a specific job.
- **B2Ideas – Business to Ideas:** is a platform designed to combat discrimination during recruitment. Recruiters are turning to solutions such as anonymous CVs, which allows them to only focus on the applicant's skills and experience. This is an excellent way of assessing candidate' skills and detecting the softskills (behavioural skills) that are most needed, and which are sometimes difficult to identify in more traditional recruitment processes.¹⁰¹

Successful PES Initiatives or Programs

ROME (*Répertoire Opérationnel des Métiers et des Emplois - Operational Directory of Professions and Jobs*) aims at promoting professional mobility and matching job vacancies with applicants. The aim of its newest version, **ROME 4.0**, is to develop, under a unique nomenclature, a skills-based approach that will help to overcome the severe recruitment pressures currently affecting the labour market. In its structure, it includes various options, e.g. if a job field is characterised by ecological, digital, or demographic change. The aim is to recognise interpersonal, organisational and development skills, thereby enhancing the value of experience acquired in these areas and helping employers to specify their expectations in terms of interpersonal, organisational and learning skills, depending on the position requirements to be filled. At the same time, it facilitates the access to training for the least qualified and offering training that combines key skills and cross-disciplinary skills as a means of promoting professionalisation. AI will support the capture of emerging skills and emerging jobs by regularly analysing the erroneous or missing data (vacancies, CVs, training, etc.).

In conclusion, this tool rebuilding marks a major change in the way we understand professional potential. It provides a more accurate and open vision of potential, enabling each individual to make the most of the unique features of their career path to facilitate professional transitions.

The Individual Learning Account (Compte personnel de formation - CPF) enables all working people and jobseekers (above 16 years old), from the moment they enter the labour market until the date on which they claim all their pension rights, to acquire training rights that can be used throughout their working life.¹⁰²

At its turn, the Career Transition Project (Projet de Transition Professionnelle - PTP) enables all employees to use the rights in their Individual Learning Account to help finance a training course leading to a qualification, with the aim of changing career or profession.

During the period of leave granted to follow this training, the employee receives remuneration and has their educational costs and supplementary expenses covered.

¹⁰¹ "B2Ideas," accessed June 20, 2025, [Business to Ideas – L'intégration professionnelle n'a jamais été aussi proche !](#)

¹⁰² "Le compte personnel de formation (CPF) est au service de votre projet de formation," France Travail, accessed June 20, 2025, [Le Compte Personnel de Formation \(CPF\) |France Travail](#)

These initiatives provide a great variety of opportunities to every employee/jobseeker wishing to keep up with the current changes and future tendencies in the job market.¹⁰³

Conclusion

Currently, France Travail has entered a period of transformation to keep up with future challenges. Consequences of these problems are seen in many job fields, thus France Travail has been armed with a series of projects that accompany the jobseekers and simplify their job research, aiming to realise the best possible skill matching. Education matching with the real skills sought in the job market is as well our concern, for this reason we give a great emphasis on re-skilling and upskilling, through CPF and PTP accessible to every worker and jobseeker, without any discrimination.

Fighting mismatching can contribute to achieve social inclusion for people that have a distance to the market, by giving them the chance to integrate into it. For example in 2023, the region of Nouvelle-Aquitaine counted more than 202.300 (43.3 %) LTUs. One year later, 114.800 of them were integrated in the job market and the number of long-term jobseekers decreased down to 13% in the region.

4.3.3 Germany

Role of Germany's PES

Qualification deficits and the mismatch between supply and demand on the German labour market present a significant challenge, particularly in the context of demographic change and technological development. To address this mismatch, the BA has developed a systematic approach. This includes the continuous collection and analysis of data on unemployment, job vacancies, and qualifications. Forecasting tools and labour market analyses enable the BA to detect changes early and respond accordingly. Collaboration with employers and educational institutions ensures that training content aligns with market demands. A study by the IAB shows that mismatches between the qualifications of the unemployed and the requirements of job vacancies constitute a substantial portion of unemployment.¹⁰⁴

Successful PES Initiatives or Programs

- Vocational Orientation and Continuing Education: The BA promotes continuous vocational education to equip the workforce with the necessary qualifications.
- Education Partnerships: The BA works closely with educational institutions, companies, and regional stakeholders to better align training content with the actual needs of the labour market. These partnerships enable practical training and promote the integration of young people into the labour market.

¹⁰³ "Le projet de transition professionnelle," Ministère Du Travail, De La Santé, Des Solidarités, Et Des Familles, January 2, 2019, [Le projet de transition professionnelle | Travail-emploi.gouv.fr | Ministère du Travail, de la Santé, des Solidarités et des Familles](#)

¹⁰⁴ "Accounting for Qualification in Mismatch Unemployment," Institute for Employment Research, accessed June 20, 2025, [Accounting for Qualification in Mismatch Unemployment - IAB - Institut für Arbeitsmarkt- und Berufsforschung](#)

- Promotion of Retraining: The Qualification Opportunities Act provides support for retraining workers who can no longer perform their previous jobs due to structural changes or technological innovations.
- Skilled Labor Security through Skilled Labor Recruitment: In light of the shortage of skilled workers and demographic change, the BA is actively engaged in recruiting skilled workers from abroad, integrating highly qualified personnel from various countries into the German labour market.

Best Practices – Skilled Labor Recruitment based on the needs the labour market:

- Within the “Triple Win¹⁰⁵” program, the Federal Employment Agency (BA), in cooperation with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), recruits trained skilled workers from the Philippines, Tunisia, Indonesia, Jordan, and the Indian states of Kerala and Telangana, as well as care trainees from Vietnam and Kerala (India) for German clinics and care institutions
- “THAMM Plus¹⁰⁶,” which brings skilled workers and trainees from Egypt, Morocco, and Tunisia to Germany, ensures fair and regulated labour migration and supports both workers and companies in placement and integration.
- Through the “APAL¹⁰⁷” program, the BA places trainees from El Salvador, Mexico, Brazil, Colombia, Uzbekistan and India on the German labour market. Depending on the country of origin, individuals can choose from training in the medical sector (e.g., nursing), technical trades, or construction work. The BA coordinates and supports the entire process, from the recognition of foreign school certificates to language training (B1 or B2 level). The program follows the principles of fair and ethical recruitment and aligns with international standards.

Future Perspectives and Challenges

Despite progress in addressing the skill mismatch, demographic change remains a major challenge for the German labour market. The BA continues to emphasize lifelong learning, particularly for older workers, women, and people with a migration background. However, there is an increasing focus on recruiting skilled workers from abroad to meet the rising demand for qualified personnel as soon as possible. The integration of foreign skilled workers, their families, and their successful inclusion in the German society represent central challenges. Special attention must be paid to bureaucratic hurdles, intercultural challenges, and long-term integration. It is equally important to ensure that the recruitment of skilled workers in partner countries is fair and sustainable, without neglecting local needs.

Conclusion

The Federal Employment Agency plays a crucial role in addressing the mismatch between qualification supply and demand. Through targeted further education, retraining, upskilling and

¹⁰⁵ “Programm Triple Win,” Bundesagentur Für Arbeit, accessed June 20, 2025, [Programm Triple Win | Bundesagentur für Arbeit](#)

¹⁰⁶ “Projekt THAMM Plus,” Bundesagentur Für Arbeit, accessed June 20, 2025, [Projekt THAMM Plus | Bundesagentur für Arbeit](#)

¹⁰⁷ “APAL,” Bundesagentur Für Arbeit, accessed June 20, 2025, [APAL | Bundesagentur für Arbeit](#)

collaborations with educational institutions, the employability of the workforce is strengthened, and the shortage of skilled labour is combated.

International skilled labour recruitment is particularly important, as it stabilizes the labour market in the short term in cooperation with the needs of economy and politics. The continuous adaptation of training content to labour market needs improves employment opportunities and helps tackle demographic change. By detecting labour market needs early and actively responding with various levers, the BA significantly contributes to strengthening the competitiveness of the German economy, identifies qualification deficits, and creates employment opportunities.

4.3.4 Italy

Skill mismatch in Italy

The problem of skills mismatch is a central issue in the Italian labour market in recent years. The increase in employment that has taken place in Italy in recent years is limited in its potential precisely by the presence of a strong mismatch, which averages around 48 per cent, with this percentage growing steadily in recent years. This problem does not only concern the skills that are fundamental for innovation in the Italian economy, which have a difficulty of finding around sixty per cent, but also lower-level skills, for example those related to trade and services, which are difficult to find for around fifty per cent of the demand of companies. If we consider the falling birth rate and the ongoing generational transition, the strategy to counter the skills mismatch is fundamental in Italy and the role of the Public Employment Services is decisive.

Understanding skill mismatches

Italy's regional employment centre systems use a national survey tool in interpreting and monitoring phenomena, with quarterly reports, which identifies the needs of companies at national, regional and provincial levels. The system is called 'Excelsior System' and is implemented by the Ministry of Labour with the Chambers of Commerce and is based on the constant survey of the professional needs of enterprises. To this tool are linked further tools both forecasting and assessment and evaluation related to the regional labour market and local employment or categorical systems. Furthermore, in Italy business and trade union organisations provide constant surveys and monitoring for public employment services in the various economic sectors. The various labour supply and demand data bases will be coordinated in the coming months for inclusion in the new Italian national labour market platform promoted by the Ministry of Labour, the Siisl system.

Addressing skill mismatches

The employment services, through the national GOL programme in particular, have the task, knowing the data and trends of the territorial labour market, of carrying out job and unemployed accompaniment paths that consider guidance, skills analysis, assessment and the definition of an active policy through a customised pathway. Approximately 300,000 unemployed persons have been included in these retraining paths and by 2025 the goal is to complete retraining paths for another 500,000 unemployed persons. The Siisl platform will provide the public employment services with shared guidance and assessment tools for

qualitative profiling and in the course of 2025 artificial intelligence tools will be tested and implemented.

Successful PES Initiatives or Programs

The essential levels of performance of Italian public employment services provide for mandatory orientation actions and the definition of training paths for work that consider the analysis of the skills of those seeking work and the distance with respect to the demand of available companies and the search for workers. The GOL program system defines the methods and tools of the consequent insertion path. As part of the general interventions implemented through the GOL programme, several territorial good practices were monitored by the Ministry of Labour's technical agency called SLI, Sviluppo Lavoro Italia. For example, experiences in difficult areas such as the 'work orientation schools' in Calabria with the realisation of a synergic collaboration between the Employment Centres of the Region of Calabria, the upper secondary schools and SLI in the realisation of laboratory courses, in presence/distance, carried out with 4th and 5th grade students on work orientation topics. In particular, in the area of the province of Reggio Calabria, a partnership network has been developed involving schools, Job Centres, CCIAAs, Confindustria and Employment Consultants, which pivots on the 'pivot' Job Centre and connects the school system with the labour market and the business world with a view to providing training and employment responses to the crucial needs of young people and businesses in the metropolitan area. Another good practice pointed out by the analysis of Sviluppo Lavoro Italia is the promotion of the figure of job accounts with which the employment centres in Sardinia directly manage the demand of companies and follow the identification of the candidate and his/her placement in the company.

Support for Workforce Adaptability

The national GOL program includes a mandatory module for all unemployed people to participate in a targeted digital skills adjustment program. In addition, several requalification programs include participation in courses designed to bridge the gap in digital skills among unemployed Italians.

Enhancing Employment Opportunities

The problem of educational mismatch affects at least half of the Italian unemployed and is therefore a priority for active policy intervention programs. The national strategy includes the development in recent months of a specific digital platform, called Siisl, in which to converge data on supply and demand, access to active policies and participation in training initiatives included in the platform. This platform is destined to become the fundamental working tool for operators of employment centres. Increasing participation in the labour market is a fundamental objective for Italy and for this reason Italy must improve access to free courses for the unemployed and the connection between employment services, social services, training interventions and business demand.

Economic and Social Impact

Increasing participation in the labour market is an important inclusion goal that can only be achieved through the ability of public employment services to collaborate with social services in promoting active inclusion pathways. In this way, the autonomy achieved by people through

work and skills also supports economic development and increased productivity of businesses.

4.3.5 Japan

Role of Japan's PES

After COVID-19, labour shortages are becoming severe once again in Japan's labour market. Also, in the mid-to-long term, Japan's labour market faces an increase in labour supply constraints with population decline. Challenges from skill mismatches should be derived from the background. In order to combat this situation, there are three pillars we need to focus on:

- Encouraging labour participation from diverse backgrounds and securing the labour force
- Utilizing technology to increase labour productivity
- **Skill development and matching/enhancing the labour market functions.**

PES could be a major coordinator and operator to work measures better in collaboration with stakeholders.

Successful PES Initiatives or Programs

- For job seekers

In 544 Hello Works, consultation and placement with uniformed quality are realized by utilizing the nation-wide comprehensive network system "Hello Work System". In this platform, staff can utilize various information to be integrated for efficient job matching and appropriate suggestions of vocational trainings, including regional labour market analysis data. Also, MHLW recently focused on developing the comprehensive workplace information website or "Shokuba Labo" and the occupational information website or "Job Tag" mainly targeting younger generations.^{108 109}

- For employees: Expanding direct cost support to individual workers

Conventionally, government support in vocational skill development for employees has mainly been implemented through their companies. MHLW reviewed it and expanded the direct cost support for employees to take education and training courses aiming to promote their voluntary career development. In this scheme under the employment insurance system, so called, "Education and Vocational Training Benefit (EVTB)", if eligible workers complete the courses designated by the MHLW, certain portion of total costs is directly paid to the workers. Financial resources are from employment insurance premium paid by employers and employees.¹¹⁰

¹⁰⁸ "Job Tag," Ministry of Health, Labour and Welfare, accessed June 20, 2025, [ホームページ | job tag \(職業情報提供サイト \(日本版O-NET\)\)](#)

¹⁰⁹ "しよくばらぼ [Workplace Lab]," Ministry of Health, Labour and Welfare, accessed June 20, 2025 [Workplace information comprehensive site Shoburoba | Company proactive in disclosure of workplace information](#)

¹¹⁰ "教育訓練給付制度 [Education and Vocational Training Benefit]," Ministry of Health, Labour and Welfare, accessed June 20, 2025, [ハローワークインターネットサービス - 教育訓練給付制度](#)

- For employers: Reinforcement of subsidies for in-house vocational training

Subsidies for in-house vocational training conducted by employers for their workforce are expanded and reinforced. These subsidies cover up to 75% of total costs such as DX/GX compliance workshops etc. Resource of the subsidies comes from employment insurance premiums paid by employers.¹¹¹

- For local governments: Enhancement of regional skill analyses in the statutory prefectural councils

The statutory prefectural councils dedicated to deliberating and validating training courses among local stakeholders has provided a structured platform for enhancing regional skill analyses.¹¹²

In December 2022, the Japanese government set a target of cultivating 2.3 million digital professionals over the five years (FY2022-2026). In order to achieve such national target, the responsibilities of PES implementing career consultation, providing subsidies to employer, paying benefit to employees and coordinating local stakeholders etc. are quite various and heavy.

4.3.6 United Kingdom

The Key Roles of the UK's PES in addressing skill mismatches to enhance employment opportunities.

To understand labour market skills gaps and design and inform employment interventions, the UK draws from several rich sources of information. Government agencies provide insight into current and future vacancy trends:

- The Office for National Statistics use recent labour market trends to produce a monthly analysis of jobs most advertised in local areas and how many local residents have the skills to fill them.
- The Office for Budget Responsibility produces quarterly forecasts which include projections of labour market indicators in relation to the population aged 16 and above.

Local labour market information comprises input from employers, industry representative groups and employment support delivery partners. Additionally, there is collaborative research to draw from, for example the Department for Education's Skills Imperative 2035, a partnership research programme with a group of universities, which builds detailed sectoral projections at national and regional levels. And, the Department for Education sponsor Skills England, an arms-length body which delivers an authoritative, data-led assessment of skills needs using the Employer Skills Survey and their Occupations in Demand Index.

¹¹¹ “人材開発支援助成金 [Human Resource Development Support Subsidy],” Ministry of Health, Labour and Welfare, accessed June 20, 2025, [人材開発支援助成金 | 厚生労働省](#)

¹¹² “地域職業能力開発促進協議会 [Regional Vocational Ability Development Promotion Council],” Ministry of Health, Labour and Welfare, accessed June 20, 2025, [地域職業能力開発促進協議会 | 厚生労働省](#)

Linking skills to employment opportunities

The UK's main strategy to address skills mismatches is to publish this rich regional skills data and to empower delivery organisations to ensure employment interventions are targeted to local requirements. In each of the 600+ Jobcentres across England, Scotland, and Wales, work coaches access jobs information specific to their area, to tailor support to an individual's capability and the skills needs in the area they live. Through personalised one-to-one meetings, work coaches work with people to address their immediate skills gaps, drawing on resources such as the District Provision Tool to connect people with the support they need to secure work as quickly as possible. This is a flexible menu of the employment support services available to each Jobcentre, including a selection of managed vacancies and a range of targeted employment support options.

Work coaches can also redirect jobseekers to localised upskilling grants such as the Adult Skills Fund (ASF). The ASF supports technical education at a regional level in England for around a million learners each year.¹¹³ This fund is targeted at older workers with skills deficits, as well as at working-age migrants who face language barriers to employment. Since the ASF is devolved to Mayoral Combined Authorities, educational provision is tailored to local skills needs and as a result, 78% of those who achieve their Further Education qualification via the ASF go on to employment or further education.

In the longer term, the UK uses labour market information to identify future growth sectors and predicted skills demands, to inform the development of future employment interventions. For example, current predictions are that technological advance in the workplace will continue to support longer working lives as tools like AI automate repetitive tasks. This creates an opportunity to support the workforce into more people-focused and skills-dense roles in growing industries such as life sciences, clean energy, or the health and social care sector.

Merging Jobcentre Plus and the National Careers Service

The UK is fundamentally reforming its skills and employment support system to enable dynamic local labour markets and a resilient workforce to drive economic growth in all regions. Central to the reforms detailed in the Plan to Get Britain Working is the creation of a single, unified jobs and careers service, by merging the employment support provided by Jobcentre Plus with the careers guidance provided by the National Careers Service. The aim is to promote a stronger focus on skills and view employment support in the wider contexts of a person's career aspirations and the anticipated needs of the labour market. This is especially important as the UK population ages. A holistic, skills-centred employment service will help to foster a culture of later life upskilling for a growing and ageing workforce and will support workers to align their skills with the work they are passionate about. Addressing skills mismatches in this way and with future skills trends in mind will have multiple social and economic benefits, by driving job satisfaction, productivity, and ultimately, economic growth.

¹¹³ The Rt Hon Rachel Reeves MP, The Rt Hon Liz Kendall MP, The Rt Hon Bridget Phillipson MP and The Rt Hon Wes Streeting MP, "Get Britain Working White Paper," November 26, 2024, [Get Britain Working White Paper - GOV.UK](#)

4.3.7 United States of America

Role of the United States' PES

In the U.S., aligning workforce skills with labour market demands is vital for economic efficiency and reducing unemployment. The National Association of State Workforce Agencies is key in ensuring that public employment services across states effectively tackle labour market challenges.

Understanding Skill Mismatches NASWA identifies skill mismatches using:

- **Labour Market Analysis:** Monitoring job market trends and identifying skill gaps with advanced data analytics.
- **Employer Engagement:** Gathering employer input through surveys and discussions to capture evolving needs.
- **Educational Collaboration:** Ensuring educational programs match industry needs, preparing students for the job market.

Addressing Skill Mismatches NASWA combats skill mismatches through:

- **Vocational Training Programs:** Providing targeted training that equips individuals with in-demand skills quickly.
- **Reskilling and Upskilling:** Offering ongoing learning opportunities for the workforce to adapt to technological changes and market shifts.
- **Career Counselling Services:** Assisting job seekers in navigating career paths with personalized counselling and information on high-demand sectors.

Successful PES Initiatives or Programs

One notable initiative is the *TechHire program*,¹¹⁴ aimed at rapidly training foreign workers for high-demand tech jobs across multiple states. The program partners with local employers and training providers to fast-track education and placement in tech roles, addressing critical skill gaps in the technology sector.

Reskilling Veterans

Alongside general workforce initiatives, NASWA implements specialized programs for veterans, exemplifying a unique approach among G7 nations. NASWA actively engages in various initiatives to reskill and upskill veterans for integration into the civilian workforce. Through its Veterans Affairs Committee, NASWA advises on workforce programs tailored for veterans, emphasizing collaboration and policy development alongside the U.S. Department of Labour's Veterans Employment and Training Service. This ensures that programs like the Jobs for Veterans State Grant (JVSG) are effectively implemented to meet the specific needs of veterans transitioning to civilian jobs.

A significant aspect of NASWA's efforts includes hosting annual Veterans Conferences where leaders from state workforce agencies share best practices, discuss policy, and explore new initiatives aimed at enhancing veteran employment outcomes. These conferences serve as a

¹¹⁴ "The TechHire and Strengthening Working Families Initiative Evaluation," MDRC, accessed June 20, 2025, [The TechHire and Strengthening Working Families Initiative Evaluation | MDRC](#)

platform for learning about effective job placement and employment strategies tailored to veterans, including discussions on how to address significant barriers to employment that this group might face.

Moreover, NASWA partners with various organizations to provide training programs and resources that are directly accessible to veterans. These include collaborations with big tech companies like Google, which offers scholarships for career certificates to help veterans gain new skills in high-demand fields such as IT and project management.

For detailed information on these initiatives and to explore the full range of resources available through NASWA for veterans, you can visit the official NASWA Veterans Affairs Committee page¹¹⁵ and the 2024 Veterans Conference Program.¹¹⁶ These resources provide a comprehensive view of the ongoing efforts and available programs dedicated to enhancing the employability of veterans through targeted reskilling and upskilling strategies.

Support for Workforce Adaptability

NASWA not only focuses on external workforce development but also prioritizes the continuous learning and adaptability of its own staff. NASWA prioritizes the adaptability of its workforce by continuously enhancing staff capabilities in emerging technologies. The "Mastering DX" initiative exemplifies this approach by upskilling employees in AI and digital tools. This internal training empowers NASWA staff to more effectively analyse labour market trends and address skill mismatches, ensuring they are well-equipped to assist clients in an increasingly digital economy.¹¹⁷

Furthermore NASWA outlines a training programs aimed at enhancing the skill set of NASWA staff, specifically those serving veterans. The course is designed to provide these staff members with essential skills and knowledge to effectively assist veterans in their transition to civilian employment.¹¹⁸

Conclusion

NASWA's multifaceted approach significantly contributes to reducing skill mismatches and enhancing employment opportunities. By aligning educational outcomes with labour market needs, particularly in response to demographic shifts and technological advancements, NASWA helps foster a more dynamic, skilled, and adaptable workforce. This alignment not only boosts individual career prospects but also enhances overall economic productivity and growth.

For more information on Skills Training within the US, check out these resources:

¹¹⁵ "Vets Committee Overview," The National Association of State Workforce Agencies, July 16, 2024, [Vets Committee Overview | National Association of State Workforce Agencies](#)

¹¹⁶ "2024 Veterans Conference Program," The National Association of State Workforce Agencies, July 24, 2024, [2024 Veterans Conference Program | National Association of State Workforce Agencies](#)

¹¹⁷ "Mastering dX: Upskilling Your Workforce for the Age of AI," The National Association of State Workforce Agencies, March 28, 2024, [Mastering dX: Upskilling Your Workforce for the Age of AI | National Association of State Workforce Agencies](#)

¹¹⁸ "Critical Skills for Serving Those Who Served," Management Concepts, 2020, [naswacriticalskillscourse200807.pdf](#)

U.S. Department of Labor (DOL): reports and press releases on initiatives that address skill mismatches, such as grants for workforce training and re-skilling programs.¹¹⁹

4.4 Youth Unemployment and Demographic Shifts: How PES can support youth employment

Youth unemployment remains a persistent challenge, intensified by demographic shifts and changing labour market demands. Public Employment Services play a key role in facilitating young people's transition from education to employment through tailored support and active labour market policies. This chapter explores how PES can address youth unemployment and adapt to demographic changes to foster long-term labour market integration for younger generations.

4.4.1 Canada

Understanding Youth Unemployment and Demographic Shifts

In Canada, youth is defined as individuals aged 15 to 30. Youth unemployment in Canada is significantly influenced by demographic shifts, such as rising populations and a rising youth cohort in part due to immigration. In December 2024, the youth unemployment rate reached 14.4%, a 3.1 percentage point increase from previous year, while the number of youth aged 15 to 29 not in employment, education or training (NEET) rose to 815,000.

Declines in youth dominated industries like retail and food services, and competition for fewer available jobs have increased challenges for youth seeking employment. The rapid growth of youth population has outpaced employment opportunities, particularly for racialized youth, immigrants, Indigenous youth, and youth with disabilities. These labour market conditions are compounded by socio-economic struggles, such as rising housing costs and heightened level of uncertainty, particularly regarding changes to existing trade policies, which could dampen business investment and confidence, as well as economic activity and employment in Canada.

Demographic changes also play a major role in shaping labour market dynamics. The share of youth aged 15 – 24 in the population has declined since 2005, while the proportion of older Canadians (65+) has grown, contributing to labour shortages in high demand industries like healthcare and social assistance. Additionally, technological advancements such as Artificial Intelligence and automation threaten entry level jobs, which are predominately held by youth, further highlighting the need for targeted skills training. Canadian youth unemployment is at a high due to the evolving labour market while also managing to support the demands created by an aging workforce.

Role of Canada's PES

One of the ways the Government of Canada identifies challenges specifically related to youth unemployment through its suite of programs which target youth unemployment. For example, the **Student Work Placement Program** (SWPP) is a program designed to help ease the transition from post-secondary education to employment by supporting the creation of work-integrated learning (WIL) opportunities. Continuous rapid pace change in the workplace makes it challenging for post-secondary institutions to prepare students for employment. With

¹¹⁹ "Skills Training Grants," Employment and Training Administration, accessed June 20, 2025, [Skills Training Grants | U.S. Department of Labor](#)

1 in 5 workers nearing retirement, WIL is essential for equipping students with the skills needed to succeed in the workforce through on-the-job experience. It's part of the global solution and priority action area for the Government of Canada to address challenges related to youth unemployment and underemployment, stimulate future growth and innovation, and facilitate adjustment to the changing nature of work. To analyse labour market trends affecting students and youth, SWPP utilizes statistical analysis done by Statistics Canada, as well as program results and evaluations, and academic studies that examine work-integrated learning in Canada. It uses the data gathered to better respond to labour market challenges faced by youth.

Youth Employment and Skills Strategy

The Youth Employment and Skills Strategy (YESS) is a horizontal Government of Canada initiative led by Employment and Social Development Canada (ESDC) and delivered in partnership with 11 other federal departments, agencies, and Crown corporations. The Strategy aims to provide youth (aged 15 to 30), especially those facing barriers to employment, with opportunities to receive employment supports, gain work experience and develop the skills needed to find and keep quality jobs. Through the YESS, the Government of Canada supports the employment goals of young people and addresses gaps across key sectors of the economy under two program themes:

The Youth Employment and Skills Strategy (YESS) Program, which includes 14 unique programs delivered across 12 federal departments, agencies and Crown corporations. These programs provide employment opportunities and supports to various youth across the country and in a number of different sectors with a goal to successfully transition into, and succeed in, the labour market; and

Canada Summer Jobs (CSJ) – which is a national program delivered by ESDC that supports employers from not-for-profit organizations and the public sector, as well as private sector organizations with 50 or fewer full-time employees. CSJ provides quality summer employment opportunities for youth (aged 15 to 30) to develop and improve their skills.

Specific to the YESS Program, in fiscal year 2023-2024 it supported over 30,800 opportunities, of which ESDC's program supported over 18,800 youth, excluding Quebec.

Provinces and Territories

At the provincial and territorial level, youth employment programs are implemented through the **Labour Market Agreements**¹²⁰ funding (approximately CAD \$3 billion). Here are two examples of initiatives that were put in place to help respond to the labour market challenges faced by youth.

- **Ontario**

Ontario's **Youth Job Connection**¹²¹ (YJC) program for multi-barriered unemployed or in school/ training **youth ages 15 to 29** provides intensive supports beyond traditional job search and placement opportunities. Ontario's **YJC Summer** program is for high school students

¹²⁰ "About the Labour Market Development Agreements program," Government of Canada, accessed June 20, 2025, [Labour Market Development Agreements - Canada.ca](#)

¹²¹ "Employment Ontario Partners' Gateway," Employment Ontario, accessed June 20, 2025, [Employment Ontario Partners' Gateway](#)

ages 15 to 18 who are facing challenges and need support transitioning between school and work. The program offers summer, part-time and after school job opportunities. Youth gain tangible work experience and develop and strengthen job readiness skills, personal management skills, and job maintenance skills through Job placements and experiential learning opportunities resulting in improved employability and employment retention. Outcomes: In 2022–23, the YJC program supported **7,243** clients, while the YJC-S program supported **3,934** clients.

- **Nunavut**

Nunavut's **Skills Canada Nunavut**¹²² program's objective is to promote and increase exposure of the Skilled Trades and Technology sector through Skills Canada Nunavut Programs to students across Nunavut as first choice career options; identify and select current trades and technologies to ensure Skills Canada Nunavut programs reflect the Nunavut territory and promote women in skilled trades. In addition to promoting the skilled trades and technology, students who participate in SCN activities are encouraged first and foremost to stay in school. Outcome: A total of **596 youth** participated in the program.

Strategies and Solutions

As Canada's national employment service, a foundation of Job Bank's¹²³ mandate is ensuring that information and resources are accessible to all Canadians, including youth, in support of a welcoming and barrier-free labour market.

The landing page for Young Canadians¹²⁴ powered by Job Bank's advanced search filter¹²⁵ feature helps youth search jobs through Canada Summer Jobs¹²⁶ – a program that provides summer employment opportunities for youth to gain experience and develop skills as they transition into the labour market. It also provides young Canadians with tips to search for job opportunities and explore paid internships and volunteer opportunities.

Job Bank's Career Planning¹²⁷ services include a School to Work Transition tool and Career Quizzes¹²⁸ that help youth make informed decisions about their education and find the jobs and careers they want. Job Bank's Labour Market Information¹²⁹ services assist young Canadians learn more about occupations they are interested in (wages, outlooks, job market snapshots, job profiles, education, skills needed etc.).

¹²² "Exposing Nunavut Youth to Trades and Technology Careers," SkillsCompétences Canada, accessed June 20, 2025, [Skills Canada Nunavut](#)

¹²³ "Job Bank," Government of Canada, accessed June 20, 2025, [Job Bank](#)

¹²⁴ "Canada Summer Jobs," Government of Canada, accessed June 20, 2025, [Canada Summer Jobs - Job Bank](#)

¹²⁵ "Job search," Government of Canada, accessed June 20, 2025, [Available jobs - Search - Job Bank](#)

¹²⁶ "Canada Summer Jobs Applicant Guide," Government of Canada, accessed June 20, 2025, [Canada Summer Jobs - What this program offers - Canada.ca](#)

¹²⁷ "School to Work Transition Tool," Government of Canada, accessed June 20, 2025, [School to Work Transition Tool - Job Bank](#)

¹²⁸ "Career Quizzes," Government of Canada, accessed June 20, 2025, [Plan your career with the Career quizzes - Job Bank](#)

¹²⁹ "Labour market information," Government of Canada, accessed June 20, 2025, [Labour market information - Explore the market - Job Bank](#)

Conclusion

In light of the demographic changes redefining the country's population, Canada is implementing several initiatives and strategies to address the youth unemployment. Canada's initiatives, both at the federal and provincial and territorial levels highlight the ongoing need for immediate strategies to support the evolving labour markets and ensure a resilient and inclusive workforce for the future.

4.4.2 France

The global demographic landscape is undergoing significant changes, with varying impacts on labour markets around the world. According to the United Nations, demographic shifts such as aging populations in developed countries and substantial youth populations in developing regions pose new challenges and opportunities for youth employment. The International Labour Organization reports that approximately 71 million young people are unemployed worldwide, highlighting the urgency of addressing youth employment. This assignment will explore how PES within the G7 nations are responding to these demographic changes to more effectively support young job seekers. Through analysing innovative strategies and evaluating successful initiatives, we aim to understand the evolving role of PES in enhancing employment prospects for youth in this shifting demographic context.

In 2024, the youth unemployment rate in France, specifically for the age group of 15 to 24 years, reached 18.1% in the first quarter, marking an increase of 1.5 percentage points compared to the previous year. This rate represents approximately 615,000 young people, or 26% of the total unemployed according to the ILO and is above the European average.

Characteristics of youth unemployment in 2024:

- **Unemployment Rate:**
 - 18.1% for young people aged 15 to 24 years.
 - 19.3% for young men.
 - 16.7% for young women.
- **NEET (Not in Employment, Education or Training) situation:**
 - The share of young people aged 15 to 29 years in this category reached 12.6%, with an increase of 0.3 percentage points over one year.
- **Halo effect around unemployment:**
 - For young people, the halo effect around unemployment stands at 7.0%, indicating a significant number of youths who wish to work but do not meet the criteria to be considered unemployed.

Evolution and Factors

This rise in youth unemployment is attributed to several factors, including:

- A decline in economic growth in 2023/2024.
- A reduction in measures supporting youth employment, such as funding for subsidised jobs.

Moreover, inequalities in access to youth employment are strengthening:

- 28% of youths leaving child welfare services are unemployed.
- 26% of homeless individuals born in France are former children placed under child protection (over 10,000 individuals).

Additionally: lack of experience, discrimination, housing difficulties, mobility issues, health prevention problems, reluctance from companies.

In summary, youth unemployment in France in 2024 is concerning, with a persistently high rate underscoring the need for targeted policies to improve their integration into the labour market.

Role of France's PES

The transformation of French Public Employment Service and the creation of France Travail foresee **15 transformation programmes, including one dedicated to youth integration** with the following challenges:

- Strengthening synergies between stakeholders within the Employment Network to intensify support (job search assistance, guidance, training, entrepreneurship support, overcoming social difficulties...).
- Enhancing "youth" service offerings, particularly for vulnerable groups such as youths from child welfare services (ASE) through tailored pathways that help them overcome barriers they face.
- Bringing youths closer to employers by creating new job access opportunities (internships, mentoring...).
- Facilitating transitions between training environments and the world of work like what has been achieved under Avenir Pro.

Addressing Peripheral Barriers: A Central Issue

To better support youths facing significant peripheral barriers to employment (housing, access to healthcare, mobility...), it is essential to strengthen partnerships with other expert stakeholders to mobilise all existing responses within territories. For example, enhancing our collaboration with CNOUS (National Centres for University and School Works) or CNAM (National Health Insurance Fund).

Successful PES Initiatives or Programs

- Provide a detailed case study or description of a successful initiative or program implemented by your PES to enhance youth employment.
- Outline the objectives, implementation strategies, and outcomes, highlighting its adaptability and effectiveness in the current demographic context.

To maximise chances of returning to employment, the Youth Integration programme also includes actions directed towards businesses. Indeed, on the one hand youths often lack networks, experience and appropriate codes for accessing jobs and on the other hand companies still hold many preconceived notions about hiring a young person.

Therefore, this programme has several ambitions:

- Increase business internships and make this experience a lever for integration for youths - Objective: achieve one million internships by 2025;
- Implement a mentoring project;
- Promote Operational Preparation for Employment (POE) more widely as it remains underutilised;
- Utilise other schemes such as engaged sports clubs to break down companies' perceptions about youths...
- Rely on "Youth Teams" at agencies composed of advisors responsible for young job seekers and advisors responsible for services aimed at businesses.

Simultaneously existing support schemes (government programme "One Young One Solution", Youth Commitment Contract, Avenir Pro) will continue. All these intervention policies complement each other and reinforce one another.

Strategies and Solutions

France Travail implements several initiatives aimed at reducing youth unemployment with a particular focus on training and digital services.

Individualised Support:

- France Travail offers dedicated counsellors for personalised follow-up with young job seekers providing tailored advice for developing and tracking professional projects.

Training Programmes:

- Establishment of qualifying training programmes in partnership with businesses and training organisations addressing labour market needs.
- Support for apprenticeships allowing youths to train while gaining professional experience.

Digital Services:

- Online platforms facilitating job searches and access targeted offers.
- Digital tools enabling self-assessment of skills and adaptation of training pathways according to market needs.
- Mobile applications and dedicated portals providing educational resources tutorials MOOCs aimed at developing new skills.

Specific Initiatives:

- Programmes like "Youth Guarantee" offering enhanced support along with financial allowances for youths facing precarious situations.
- Partnerships with start-ups and tech companies providing internships jobs mentorships focused on digital skills.

Events Workshops:

- Organisation of job fairs speed dating events preparation workshops enhancing employability among youths.

- Online coaching sessions webinars covering various topics like CV writing cover letters or using professional networks.

Conclusion

These measures already known or currently being implemented aim at improving professional integration among youths by equipping them with necessary skills tools needed effectively navigate contemporary labour markets.

In this perspective France Travail aims position itself as a bridge better coordinate animate partner network alongside Local Missions both nationally and locally.

4.4.3 Germany

The ageing population is increasing the demand for qualified workers. At the same time, many young people, especially those without vocational qualifications, have difficulties making the transition from school to working life. This discrepancy requires better matching between educational opportunities and labour market needs as well as targeted support.

Role of Germany's PES

The BA sees counteracting youth unemployment as one of its key challenges and is responding with innovative approaches and program-based solutions. For example, it uses labour market research and data-based forecasting tools to identify trends at an early stage and develop tailor-made offers. The BA uses the "Labour Market Monitor"¹³⁰, which enables detailed regional analyses.

Successful PES Initiatives or Programs

- Berufseinstiegsbegleitung¹³¹: This program supports students with initial difficulties in finding their way into vocational training or work. The support provided by specially trained coaches begins at school and includes career guidance, application training and support during vocational training, so that young people receive more individual support, thereby reducing the drop-out rate.
- Digital Career Platforms – planet-beruf¹³²: This initiative offers young people access to digital tools such as online career portals, virtual job fairs and e-learning opportunities. The platform provides comprehensive information and facilitates access to job vacancies. Planet-beruf.de provides information on all topics relating to career choices, applications and training. It helps students aged 13 and over, students at vocational schools, young people in transition and young people with special needs to plan their career paths. The young people can be actively involved in self-checks, knowledge tests and other exercises at different levels of difficulty. Checklists, videos and podcasts offer support for job applications in particular. The platform is not only aimed at students, but also offers special content for teachers and parents so that all relevant people can be reached.

¹³⁰ "Der Arbeitsmarktmonitor," Bundesagentur für Arbeit, accessed June 20, 2025, [Startseite - Arbeitsmarktmonitor](#)

¹³¹ "Berufseinstiegsbegleitung: Hilfe bei Schulabschluss und Ausbildungsplatzsuche," Bundesagentur für Arbeit, accessed June 25, 2025, [Berufseinstiegsbegleitung | Bundesagentur für Arbeit](#)

¹³² "Planet-beruf," Bundesagentur für arbeit, accessed June 20, 2025, [planet-beruf](#)

- Youth employment agencies¹³³: Youth employment agencies improve young people's chances of integration into the world of work and society by offering coordinated support "as if from a single source". They work on a decentralized basis and adapt their measures to regional and local requirements. Schools are not only network partners, but also equal cooperation partners. Other partners include youth migration services, employer organizations and youth court assistance. The effectiveness of the youth employment agencies is largely based on the cooperation of local, labour market-related and social stakeholders.

Conclusion

The BA is meeting the challenges of youth unemployment in the context of demographic change with a variety of strategic and innovative approaches. By combining data-based forecasting, individual support and a systematic link between education and the economy, it is making a sustainable contribution to improving youth employment. Digital transformations and targeted programs highlight the importance of offering young people prospects in a changing world of work. In the long term, the focus is on closely interlinking education and labour market policies in order to be able to react flexibly to future demographic challenges.

The BA has shown through various initiatives that it can successfully meet the challenges of youth unemployment as a modern employment service. Its programs and measures aim to remove individual barriers and promote sustainable transitions into training or employment. These targeted approaches emphasize the crucial role of close integration between the education system and the labour market in order to effectively support young people.

There will continue to be a high demand for dynamic and responsive employment management strategies in the future. The BA will have to continue to rely on data-based forecasts in order to identify trends at an early stage and develop innovative measures. The integration of digital platforms, such as the "JOBBörse", and the expansion of targeted support measures for disadvantaged young people remain key elements in meeting the challenges of a changing workforce.

4.4.4 Italy

In recent years in Italy, particularly since the second half of 2022, we have been witnessing an evolution of the labour market that shows an increase in employment connected with a significant decrease in unemployment and a stationary situation with respect to the figure of inactive people of working age, i.e., the different conditions of those who do not actively seek employment. The combination of the labour market participation figure and the demographic trend, which sees a steady growth in the share of the population of inactive age, may lead to an accentuation of labour market difficulties and calls for reflection on what interventions and active policies can be able to address the target areas and different conditions on which to intervene in order to increase labour market participation, namely:

- The inactive, particularly the so-called "discouraged";

¹³³ "Jugendberufsagenturen: Arbeitsbündnis für bessere Integration Jugendlicher," Bundesagentur für arbeit, accessed June 20, 2025, [Jugendberufsagenturen | Bundesagentur für Arbeit](#)

- NEET young people who do not seek employment and are therefore part of the inactive;
- The various conditions of undeclared work, particularly those attributable to the areas of the inactive.

In recent months in Italy the increase in the employment rate by nearly four points corresponds to a drop in the unemployment rate, which has fallen by 28 percent to 5.8 percent in two years. The increase in employment also corresponds to an improvement in labour relations, involving permanent employees (+565 thousand, +3.6 percent in one year) and the self-employed (+131 thousand, +2.6 percent), while term employees continue to decline (-178 thousand, -5.9 percent) and the growth in full-time employees (+607 thousand, +3.1 percent) more than compensates for the decline in part-time employees (-90 thousand, -2.2 percent). In this situation we also have a decrease in the youth unemployment figure, which falls from 25 to 17 percent in two years and is now a phenomenon circumscribed mainly in the regions of Southern Italy and linked to the problem of Neet and inactive, i.e., unemployed young people who do not actively seek work. A relevant condition, which has been the subject of a specific European Social Fund intervention program for years, is that of NEET, which in Europe is limited to 29 years of age, but in Italy, due to some forms of incentives and policies, has been extended to the under 36 age group. It is necessary to note that NEETs are both in the band of unemployed (actively seeking work) and in the band of inactive who do not seek employment. The following phenomena should be observed for the preparation of active policy interventions:

- NEETs decreased from 2,141 thousand in 2021 to 1,269 thousand in 2024, a substantial and significant decrease;
- The number of NEETs actively looking for work decreased from 719 thousand in 2021 to 442 thousand in 2024 and is a key component of the unemployed to be re-employed in the coming months;
- The share of inactive NEETs not looking for work increased from 1,421 thousand in 2021 to 827 thousand in 2024, showing a major component among those to be reactivated.

It should be noted that the percentage of decrease in the phenomenon is similar in different areas of the country, but that evidently the largest percentage of NEETs remains in the South, which still has 697.000, more than half of the total.

Role of Italy's PES

All the initiatives that involve unemployed and NEET young people in employment activation paths envisage taking charge and the customised service pact implemented and followed up by the 556 public employment centres with targeted policies on young people and NEET, linked to the European Youth Guarantee programme and coordinated with the GOL macro-programme in support of training and job placement financed by the Next Generation NRP. The GOL programme has taken on about 770,000 under-29s and has contributed since 2022 to the employment of about 500,000 young people, also through the promotion of about 350,000 training placements, stabilised in permanent employment relationships in 75% of cases. At the same time, it becomes essential to improve the ability to match supply and

demand and address a skills mismatch problem that affects more than 47 percent of the profiles sought by Italian companies, including through the new Siisl digital platform of the Ministry of Labor promoted together with the regions as a digital environment for the management of active policies and for matching labour supply and demand and the strengthening of vocational retraining interventions, also to counter the serious delay with respect to the spread of digital skills.

Strategies and Solutions

In this situation it's important to improve a policy mix strategy that provides:

- A strengthening of the network of employment services in the South that is verifiable both quantitatively and qualitatively;
- The strengthening of prevention and intervention services with respect to the phenomenon of school dropout and abandonment and NEET youth, including through the function of Siisl platform and the initiatives being defined by the Ministry (NEET project);
- The strengthening of the guidance, coaching and involvement of Neets in the interventions of employment services and for the strengthening of skills, including with targeted campaigns to promote incentives for hiring and self-employment;
- A punctual verification and monitoring of the capacity for integration between social and employment services in the territory due to the reactivation of households in ADI (inclusion allowance for poor families), which involves the activation of the "inactive" present in the nucleus, as mandatorily provided for by the law, and a monitoring of the intake of subjects in SFL (active policy with economic allowance for people in poverty) in implementation of the new law, with support interventions to the regions and a possible enlargement of the subjects called to intake in the case of failure to reach the regional target.

Conclusion

In order to improve the impact of policies aimed at increasing youth employment, it is necessary above all to support a strategy that intervenes on territorial and employment gaps and on conditions that lag furthest behind in terms of employability. The government has initiated a funding to the regions of about two billion six hundred million euro to promote customised training and activation paths to work aimed in particular at the NEET and to foster the training transition between school and work. In addition, a national programme is being activated to support the start-up of self-employment and professional activities by NEET under 36, with free competence-building courses. These intensive programmes are managed on the territory through the network of Public Employment Services.

4.4.5 Japan

Japan has been making comprehensive effort to enhance the measures necessary to ensure stable employment for young people, such as the measures to deepen their interest and understanding about working, to improve employment management for them, and to develop and improve their practical vocational abilities.

- Steady implementation of youth employment measures for employers

The government stipulated laws and regulation to promote youth employment and mainly implements the following measures:

- A system for employers to provide their own workplace information when recruiting new graduates
- A certification system for excellent SMEs in youth employment management
- Employment support for new graduates

The government established "New Graduate Support Hello Work" in 47 prefectures to provide one-stop support for mainly prospective new graduates and those who have already graduated within the last 3 years, in which the Employment Support Navigators provide detailed support in cooperation with schools and other organizations.

As required by relevant laws and regulations, the government also established a guideline on measures that should be taken by employers who will recruit and employ young workers. In the guideline, employers are requested to treat youth who have graduated from their schools within the last three years as new graduates. Thus, the government provides steady support to the young not to give up on finding a job and to settle into their workplace.

- Promotion for non-regular workers to become regular ones
 - Support for non-regular workers at "Hello Work for Youth"

"Hello Work for Youth" is the specialized Hello Work to mainly target the youth in non-regular work or with few working experiences. Staff members are exclusively assigned to each user and provide consultations, seminars, or group work for shifting users to regular employment, and support for settling them into each workplace after hiring.

- Employment support by utilizing "Trial Employment Subsidy"

The government operates Trial Employment Subsidy system, which provides subsidies to employers who employ young job seekers with few work experiences and difficulty finding jobs through referrals from Hello Work. The employers are required to set a three-month trial period for avoiding mismatches and find out possibilities of retention as regular workers.

- Promotion of support for vocational independence of NEETs

Regional Youth Support Stations are set up across the country, and in cooperation with local governments, they provide specialized consultations to help NEETs become vocationally independent.

Conclusion

In Japan, working lives are becoming longer and working styles are becoming more diverse. Under such circumstances, Japan is not only supporting the formation of a merit-based labour market but also supporting career development suited to each worker throughout their working lives. This policy will lead to the development and retention of human resources and the improvement of labour productivity.

4.4.6 United Kingdom

The Key Roles of the UK's PES in supporting youth employment in the context of demographic change

The rate of youth unemployment and economic inactivity in the UK has increased over the past year¹³⁴, exacerbated by a growing population of 18 to 24-year-olds. This demographic faces high rates of economic inactivity with over 1 in 4 young people citing mental and physical health conditions as their main barrier to employment, education, or training¹³⁵. To address this, and its effect on the wider economy, the UK is significantly reforming its employment support system with a youth-focussed approach to drive the government's growth mission and the mission to break down barriers to opportunity.

Successful PES Initiatives or Programs

Jobcentre Plus addresses the issues that keep young people at a distance to the labour market, such as a lack of qualifications and work experience, or low confidence and poor wellbeing. Youth Employability Coaches achieve this through one-to-one meetings, and draw on their specialist training to support young jobseekers who are facing significant disadvantages in seeking and finding work due to complex needs, like:

- Special educational needs or disabilities (SEND)
- Caring responsibilities
- Domestic abuse
- Prison-leavers and those with convictions
- Care leavers.

For further support, youth employability coaches draw on a suite of services offered by national and local partners, as well as working with employers to support positive education and health outcomes for young people as they progress into a job. However, some young people fail to access this support as they are unable or disincentivised to attend a Jobcentre. The Plan to Get Britain Working sets out the Youth Guarantee which targets employment support at hard-to-reach youth and ensures that all 18 to 21-year-olds have access to further learning, help to get a job, or an apprenticeship by bringing together a range of existing entitlements for young people such as Youth Hubs and Individual Placement Support. The Guarantee is designed alongside employers to align young workers to local job vacancies and fulfil the demands of the future labour market.

- **Youth Hubs**

The UK PES addresses the negative stigma around attending a Jobcentre by investing in Youth Hubs where employment support is delivered in conjunction with partner organisations, alongside other services. These can be in youth-focused areas, for example the Sheffield

¹³⁴ "Youth unemployment statistics Research Briefing," June 10, 2025, [Youth unemployment statistics - House of Commons Library](#)

¹³⁵ Andrew Powell, Annalise Murray and Brigid Francis-Devine, "Youth unemployment statistics," House of Commons Library, June 10, 2025, [Youth unemployment statistics - House of Commons Library](#)

United Community Foundation hub at Bramall Lane football stadium¹³⁶, online, or alongside mental health providers and charities, like Autism Plus, Mind, and Let's Talk. Here, youth employability coaches offer one-to-one support with CV and interview skills, money management, developing confidence and wellbeing. Youth Hubs bridge the gap to work by introducing young people to employers through job fairs and work experience. For young people who require more support due to special educational needs and disabilities the UK PES sponsors a dedicated SEND Youth Hub where support is provided through weekly sessions with specialised Progression Mentors.

- **Individual Placement Support**

For 20% of those aged 16 to 24, mental ill-health is the primary barrier to employment, education, or training¹³⁷. The Plan to Get Britain Working details expanded employment support for those with severe mental health conditions, through the individual placement and support (IPS) scheme. The IPS is an employment support service integrated within community mental health teams for people who experience severe mental health conditions. It is an evidence-based programme that helps people find and retain employment through intensive, individualised support, rapid job search followed by a placement in paid employment, and unlimited in-work support for both employers and employees.

4.5 Gender Disparities and Dynamics in Employment: PES Measures and Strategies to Promote Gender Equality in Employment Opportunities

Gender disparities continue to shape employment outcomes, with women often facing structural barriers to equal participation in the labour market. Public Employment Services have a critical role in promoting gender equality through inclusive policies, targeted support, and awareness-raising initiatives. This chapter examines the measures and strategies PES can implement to reduce gender gaps and foster equitable employment opportunities for all.

4.5.1 Canada

Gender disparities in Canadian employment persist across various dimensions, including education, labour force participation, occupational segregation, wage inequality, and caregiving responsibilities. Women have surpassed men in educational attainment for nearly 30 years, with 81% of women aged 25 to 54 holding a postsecondary credential in 2024 compared to 73% of men. However, gendered differences in fields of study contribute to labour market disparities, as women remain underrepresented in STEM disciplines and overrepresented in fields such as health and education. Despite increasing workforce participation, women continue to have lower labour force participation than men and work part-time at higher rates due to caregiving responsibilities, systemic barriers, and cultural norms.

Occupational segregation reinforces wage disparities, as many women work in occupations where the labour force is predominantly female, often in roles tied to traditional gender norms such as caring, clerical work, and cleaning. This results in lower representation in higher-

¹³⁶ "Youth Hubs," Sheffield United Community Foundation, accessed June 20, 2025, [Youth Hubs - Sheffield United Community Foundation](#)

¹³⁷ The Rt Hon Rachel Reeves MP, The Rt Hon Liz Kendall MP, The Rt Hon Bridget Phillipson MP and The Rt Hon Wes Streeting MP, "Get Britain Working White Paper," November 26, 2024, [Get Britain Working White Paper - GOV.UK](#)

paying sectors and a greater presence in precarious, lower-paying jobs. Women are also more likely to encounter a "glass ceiling" or a "sticky floor" in career advancement. The gender wage gap remains a major concern, with women earning, on average, 78 cents for every dollar earned by men in 2023. Wage disparities persist across nearly all occupations, and women in executive roles experience a 41% lower total compensation than men. Additionally, unpaid caregiving responsibilities further limit women's employment opportunities and career progression, as they spend significantly more time than men on household work and childcare.

Intersectionality plays a key role in employment disparities, with racialized, immigrant, Indigenous, and disabled women experiencing even greater inequalities. In 2024, labour force participation among visible minority and Indigenous women lagged behind that of non-visible minority women and men, while wage gaps were wider for marginalized groups, with Indigenous and immigrant women earning over 20% less than Canadian-born men. Gender inequality in employment and education negatively affects economic growth and social equity. Increasing labour force participation among women and other underrepresented groups enhances productivity, income equality, and social stability. Gender equality also contributes to women's economic empowerment by improving access to financial resources, employment opportunities, and economic security, all of which are essential for quality of life.

Role of Canada's PES

Employment and Social Development Canada embeds gender-based analysis plus (GBA plus) into its research and analysis, tracking gender and other demographic similarities and differences in labour market and education areas, such as labour force participation, wages, STEM, skilled trades, sectors, and job characteristics. Understanding the context around women's and men's experiences in the labour market helps to create an evidence base for skills and employment programs to identify and address challenges for different groups of workers.

Successful PES Initiatives or Programs

To promote a more diverse and inclusive skilled trades workforce, in fall of 2022, Employment and Social Development Canada launched the Women in the Skilled Trades Initiative (WST) under the Canadian Apprenticeship Strategy. This initiative is funding 21 projects aimed at recruiting, retaining, and supporting women apprentices in 39 trades, primarily in the construction and manufacturing sectors. The WST is expected to benefit approximately 10,500 participants over four years, starting in 2023-2024. Projects under the WST provide implementation strategies and gender-balanced measures to maximize support for women, such as marketing campaigns as an outreach tool to reach women, work opportunities in a welcoming workplace where women feel safe to train and work, female mentorship, and wraparound supports (e.g. childcare and transportation).

The Newfoundland and Labrador's Office to Advance Women Apprentices (OAWA)'s Wage Subsidy Community Coordinator receives financial support through the Federal Government's Workforce Development Agreements to encourage employers to hire female apprentices. The OAWA has also been funded to hire an Industry Partnership Development Lead to support industry efforts to move towards gender equity.

Additionally, throughout 2023-24, the Quebec government, supported through the Labour Market Transfer agreements, participated in the implementation of the Government Strategy

for Equality between Women and Men 2022–2027, coordinated by the Secretariat for the Status of Women. As part of the first strategy (2017–2021), the Ministry participated in the implementation of a series of actions to enhance knowledge of women’s participation in the labour market and to reduce obstacles to their labour market integration, and to promote the retention of employment of the female workforce. As part of the renewed strategy, the Ministry renewed its commitments to the female workforce and also committed to producing a socio-economic portrait of single women and single men living in poverty in Quebec.

Strategies and Solutions

Employment and Social Development Canada’s (ESDC) skills and employment programs deploy various strategies to reduce gender disparities in employment. Strategies have included an incentive program entitled Apprenticeship Service which encouraged enterprises to hire first-year apprentices in construction and the skilled trades from underrepresented groups, including women, for a doubled incentive. Funding is also provided through the Union and Innovation Training Program to unions who pursue innovative approaches and enhanced partnerships towards addressing long-standing challenges limiting apprenticeship outcomes for key target groups such as women.

Canada’s Employment Insurance (EI) maternity and parental benefits are key supports for Canadians welcoming a new child into their families. In 2019, additional weeks of parental benefits became available to parents who share benefits. This measure works to increase gender equality in the home and in the workplace by encouraging all parents, especially fathers, to take some leave when welcoming a new child.

The Employment Equity Act notes four groups designated to achieve equality in the workplace so that no person shall be denied employment opportunities or benefits for reasons unrelated to ability and, in the fulfilment of that goal, to correct the conditions of disadvantage in employment. Those four groups are women, persons with disabilities, Indigenous Peoples, and members of visible minorities.

Notably, the Women in the Skilled Trades Initiative aims to promote greater diversity, equity and inclusion in the skilled trades for women, who have traditionally been underrepresented in the trades. The initiative helps to recruit and retain women apprentices, and promote their success in 39 trades, primarily in the construction and manufacturing sectors. Projects are fostering partnerships with NGOs, private sectors, and educational institutions, to offer tailored support such as mentorship, women-led events, and creating inclusive work environments. These partnerships are important as participating organizations are able to collaborate with one another and can leverage distinct areas of expertise and stakeholder networks to better support women in participating in apprenticeship. This in turn is expected to help improve skills development and strengthen employment outcomes and opportunities for women in the skilled trades.

On the other hand, ESDC’s Policy Research Analysis and Geomatics (PRAG) Division regularly collaborates with researchers in universities, NGOs, and other private sector organizations to advance work on opportunities for underrepresented groups, including genders. For example, with PRAG’s support, the Diversity Institute produced a report in 2022 addressing barriers to Employment Insurance usage. This report addressed perceptions of EI usefulness; barriers to the program; and differences in experience based on immigration

status through a qualitative research design. Its survey also included a question on gender that gathered data on non-binary and transgender identities, in addition to man and woman. It found that understanding intersectional identities is key to understanding different experiences among workers from diverse backgrounds, especially in explaining why immigrants use EI less than Canadian-born workers. PRAG also engages with academic researchers to help develop specific products such as new datasets. These datasets help researchers across the Government of Canada to advance research on opportunities for underrepresented genders.

Conclusion

Addressing gender disparities in Canadian employment requires a multifaceted approach that considers systemic barriers, intersectionality, and policy driven solutions. While progress has been made in increasing women in workforce participation and education, gaps remain in wages, occupational representation and further career advancement. Initiatives such as the Women in Skilled Trades Initiative and Employment Equity Act demonstrate ongoing efforts to promote inclusivity and economic growth. Continued support in gendered policies, skills development programs, and workplace equity is crucial in fostering a diverse labour market reflective of Canada's commitment to gender equality.

4.5.2 France

A republican principle and a fundamental right declared a major national cause for 2017-2027, as equality between women and men is a major challenge for our society and a powerful factor in the fight against poverty. It is at the heart of the challenges facing our PES, both for its users and as an employer.

Key figures:

- Unequal pay: men's pay is 32% higher (all working hours combined), 17% higher (for the same working hours) and 4.3% higher (for the same working hours and position); as a result, unemployment benefits for men are 20.3% higher, and retirement pensions 67% higher. Women are more often in poverty (15.2% in 2022) and 57% of minimum social benefits (Activity Solidarity Income – Revenue de Solidarité Active RSA) recipients are women.
- Inequalities in employment: women are more likely to resort to reduced activity (55% of jobseekers with a parttime job in 2022); 20% of women's employment is concentrated in lower-paid sectors ('occupational segregation').
- Inequalities outside employment: after the birth of a child, 1 in 2 women reduce or temporarily stop working, compared with 1 in 9 men; 40% of parents with children under the age of under 3 have no childcare solution; 76% of domestic work is done by women (ILO).

Challenges

- Encourage gender diversity in the workplace (broaden the focus on promising, high-paying sectors and support companies in diversifying recruitment) and promote female entrepreneurship.
- Encourage the professional integration of women by tackling constraints and obstacles (childcare, mobility, self-censorship, etc.).

- Combat stereotypes (in-house training and awareness-raising for partners).

Actions

National actions:

- Annual publication on women's job demand since 2018 (publication 2023) and regional variations (regional observatories).
- Cooperation with the CIDFFs (information centres for women's and family rights) for jobseekers in difficulty and/or victims of violence (knowledge of the services on offer, guidance for the public, CIDFF intervention, etc.).
- Training of 1,200 Pôle emploi staff between 2018 and 2023.

Regional examples:

- To promote gender diversity in the workplace, particularly in sectors considered to be male-dominated: logistics, transport, safety, industry and construction in Île de France or Occitanie.
- To promote women's access to digital professions.
- Initiatives in partnership in Provence Alpes Côte d'Azur, Digital Meeting and workshop in Occitanie.
- To encourage business start-ups in Auvergne-Rhône Alpes and Corsica.
- Equality and professional mix weeks.
- Territorial support schemes (Dispositif Territorial d'Accompagnement - DTA) co-financed by ESF to support women with integration difficulties in several French regions.
- Budgetary mobilisation of local schemes (subsidies/grants) and delegation of professional immersion in companies: 'integration of women victims of violence' in Lyon, 'being active in the world of work' in Lyon.
- Launch of the 'new start pack' pilot for female victims of domestic violence in 5 territories as of date, to be gradually rolled out.
- An emergency aid has also been voted on 1 December 2023 and is paid by the Family Allowance Fund (Caisse d'Allocations Familiales – CAF).

Partnerships

- Ministry of Labour, Employment and Integration; Delegate Ministry for Equality between Women and Men, Diversity and Equal Opportunities: Agreement signed on 10 June 2021.
- National Federation of Women's and Family Rights Information Centres: Agreement signed on 10 May 2021.
- Fondation Femmes@numérique: France Travail is member of the Executive Committee.

4.5.3 Germany

Although women's labour force participation in Germany has increased in recent years, gender-specific disparities in employment persist. Women are more likely to work part-time (50% vs. 12% for men)¹³⁸, take on a larger share of unpaid care work, and are underrepresented in certain professions (especially technical fields) and leadership positions. The gender pay gap is 16%,¹³⁹, which leads to lower pension entitlements in the long term. Women continue to face structural disadvantages in the labour market, which must be addressed through targeted measures. The BA is committed to promoting equal opportunities through targeted measures and supports gender-sensitive counselling, qualification, and placement to advance gender equality in the labour market.

Role of Germany's PES

Career Counseling and Job Placement: Gender-sensitive counselling aims to promote women in STEM fields and men in social professions. There are programs for re-entering the workforce after parental leave¹⁴⁰, specialized counselling to encourage entrepreneurship among women¹⁴¹, and information on funding opportunities provided by the federal government.¹⁴² Regional action weeks, such as „FRAUEN – CHANCEN – WIEDEREINSTIEG“ offer free workshops, lectures, and events—both digitally and in person¹⁴³ — to improve career prospects for women through targeted counselling and re-entry programs.

Employer Counseling: The BA supports employers in promoting family-friendly personnel policies, such as flexible working hours, remote work, or job-sharing. It offers advice on in-company training and the re-entry of employees after parental leave. Financial funding opportunities for gender equality measures are also provided to help companies implement such initiatives.

Role of the Equal Opportunity Officer in the Labor Market (BCA):

Each employment agency and job centre has an Equal Opportunity Officer in the Labor Market (BCA), responsible for promoting gender equality in the labour market. The BCAs work for equal opportunities for women and men in the labour market. They advise job seekers, businesses, and institutions, and engage in promoting women's advancement and balancing family, care, and work for both genders. Through targeted counselling, they make a significant contribution to equality.

¹³⁸ "Teilzeitquote erneut leicht gestiegen auf 31 % im Jahr 2023," Destatis, April 26, 2024,

[Teilzeitquote erneut leicht gestiegen auf 31 % im Jahr 2023 - Statistisches Bundesamt](#)

¹³⁹ "Gender Pay Gap," Destatis, accessed June 20, 2025, [Gender Pay Gap - German Federal Statistical Office](#)

¹⁴⁰ "Informationen für Berufsrückkehrende und Wiedereinsteigende," Bundesagentur für Arbeit, accessed June 20, 2025, [Informationen für Berufsrückkehrende und Wiedereinsteigende | Agentur für Arbeit Hamburg](#)

¹⁴¹ "Existenzgründung von Frauen," Bundesagentur für Arbeit, accessed June 20, 2025, [Existenzgründung von Frauen | Agentur für Arbeit Goeppingen](#)

¹⁴² "Starting your own Business in Germany," Federal Ministry for Economic Affairs and Energy, accessed June 20, 2025, [Existenzgründungsportal - Business in Germany](#)

¹⁴³ "Aktionswoche „FRAUEN – CHANCEN – WIEDEREINSTIEG“,“ Bundesagentur für Arbeit, November 8, 2024, [Aktionswoche „FRAUEN – CHANCEN – WIEDEREINSTIEG“ | Bundesagentur für Arbeit](#)

Support Outside the BA's Scope

The BA collaborates closely with other institutions and supports external activities, such as the expansion of mentoring and coaching programs, the promotion of corporate networks for women's advancement, and cooperation with educational institutions to qualify women for future industries. Early support programs, such as *Girls' Day*¹⁴⁴, help reduce long-term inequalities.

Collaboration with chambers of commerce, employer associations, and ministries, as well as membership in initiatives like "Erfolgsfaktor Familie" (Success Factor Family), promotes sustainable gender equality policies and helps companies implement family-friendly work models.

Research

The IAB (Institute for Employment Research) conducts extensive research on the role of women in the labour market. The insights gained contribute to the BA and support the development and improvement of programs. Key topics include employment decisions, childcare, caregiving, flexible work models, basic income support, and the integration of refugee women into the labour market.¹⁴⁵

Conclusion

Public employment services play a central role in promoting gender equality. Through targeted counselling, qualification, and support offers, barriers are reduced, and both women and men are empowered in their professional development. The continuous adaptation of these strategies remains crucial for creating an inclusive and equal-opportunity labour market.

4.5.4 Italy

Gender disparities in employment continue to challenge labour markets globally, with significant variations in employment opportunities and conditions between genders. Public Employment Services play a crucial role in addressing these disparities by implementing targeted measures to ensure equitable employment opportunities for all genders. This assignment delves into how PES within the G7 nations are innovatively tackling gender disparities in employment, aiming to promote gender equality and empower all individuals in the workforce.

Understanding Gender Disparities in Employment within your country:

The situation regarding gender inequality in Italy is particularly significant, but at the same time articulated and complex. The main difference concerns the employment rate, where female employment is 15 per cent behind male employment (56 per cent female employment rate, 71 per cent male in 2024). This difference has decreased in recent years, but not adequately, due to several reasons. This difference is mainly determined by the lower participation of women in the labour market in the South of Italy, where the gap reaches 25 per cent, but also by other cultural aspects, such as the lower adherence of women to technical-scientific skill

¹⁴⁴ "Girls' Day 2025 - Mädchen – Zukunftstag," Bundesagentur für Arbeit, January 10, 2025, [Girls' Day 2025 - Mädchen - Zukunftstag | Bundesagentur für Arbeit](#)

¹⁴⁵ "Women in the Working World," Institute for Employment Research, accessed June 20, 2025, [Women in the Working World - IAB - Institut für Arbeitsmarkt- und Berufsforschung](#)

paths that are more in demand by companies. On the other hand, there are no significant wage differences in Italy, with a gap in wages according to the OECD of 5 per cent, lower than the average of the OECD countries. Very interesting in recent years is the growth in female entrepreneurship, again above the OECD average. This lower participation of Italian women in the labour market mainly characterises the economy of the southern regions and is partly due to cultural factors, which are present throughout the Mediterranean area. The lag in labour market participation in Italy compared to the other G7 countries is about 8 points (68 per cent against an average of 76 per cent) and is largely determined by 'inactive' women, i.e. women who are not actively seeking employment. In recent months, female unemployment rate in Italy has decreased, but the figure for women not looking for work has remained static. This phenomenon has repercussions on the labour market, also in the difficult availability of personnel by companies.

Role of Italy's PES:

Italian employment services play a useful role in promoting female employment through various tools:

- Special attention to specialist guidance and consideration of the characteristics of the jobs offered;
- A commitment to work-life balance achieved through a specific service desk;
- The promotion of financing opportunities for small businesses started by women.

Successful Initiatives or Programs

The Italian public employment services have promoted a network of "women's help desks" where career counsellors and experts provide advice and support to women seeking employment and entrepreneurs regarding access to tools, benefits and incentives for work-life balance. Furthermore, this help desk promotes awareness among businesses of the incentives that Italian law promotes, through European programs, to support, with heavy tax and social security contributions, the entry of women into the workforce, particularly in Southern Italy. In the Chambers of Commerce, we find help desks dedicated to supporting, tutoring and accompanying businesses started by women, which are growing in Italy.

Strategies and Solutions

At this time in Italy for the support of female employment, due to the specific and particular characteristics of this phenomenon, the intervention strategy involving employment services concerns three elements, coordinated with the broader vision of Italian labour policies and in coordination with the network of educational, social and training services:

- Strengthening orientation and information on the labour market, promoting in particular women's access to technical training courses, especially in the IT field, where there is a lack of female presence;
- Strengthening work-life balance services, promoting corporate welfare tools and the incentives provided, also in the relationship with companies;
- Making training, requalification and employment opportunities known to the many Italian women who are not actively looking for work and are not registered with public employment services.

Conclusion

The function of public employment services in Italy for the promotion of female employment and for the fight against gender differences in these months constitutes an objective of the strengthening plan of PES that the Italian regions are called to implement, with the coordination of the Ministry of Labour. This function is achieved through three areas of intervention, which include the connection between public employment centres and the territorial network of social and training services and businesses:

- A preventive action of orientation and reception aimed at women at risk of social marginalization and with greater difficulties, in particular those who belong to families in poverty and women who are not actively seeking employment;
- A direct action of specialized orientation, assessment and skills assessment that considers in the accompaniment to work and in the pre-selection the characteristics of the job offered with respect to the possible family burden and access to work-life balance services
- An action aimed at employers, both for knowledge of the tools and incentives for hiring and for the promotion of skills and job offers.

4.5.5 Japan

The gender inequality in employment in Japan remains a significant issue, including wage disparities and unequal promotion opportunities between males and females. To address this problem, Japan's PES have implemented various measures aiming at promoting gender equality in the workplace.

Current Gender Inequality in Employment

In particular, the current state of gender inequality in employment in Japan is as follows:

- **Wage inequality:** Japan has one of the widest gender gaps in salary in the developed countries. Women earn lower wages than men for the same job. As of 2023, Japan's gender wage gap is the highest among OECD countries.
- **Low percentage of women in managerial positions:** In Japan, the percentage of women in managerial positions is notably low. Women have fewer opportunities for promotion than men and tend to have difficulties with their career development to managerial positions.
- **High percentage of women in non-regular employment:** In Japan, proportions of women who are in non-regular employment such as fixed-term or part-time work is particularly high, which makes it difficult for them to earn a stable income and access to enough social security.

Strategies and Solutions

Japan's PES is taking various measures in cooperation with the government, local governments, and companies.

- **Provision of job information based on gender equality**

“Act on Equal Opportunity and Treatment between Men and Women in Employment” prohibits gender-based discrimination on recruiting and hiring of employees. Based on this, there are no gender-restricted job openings in Japan.

- **Support for the transition from non-regular employment to regular employment**

In Japan, the percentage of women in non-regular employment is high. Considering this situation, PES provides a subsidy system (career advancement subsidy) to support the transition from non-regular to regular employment.

- **Data collection and analysis**

PES collects and analyses data on wages and employment opportunities by gender to understand existing gender inequality in the labour market. Based on this data, PES enhances its strategy to promote gender equality in employment.

Conclusion

Gender inequality in employment in Japan remains a significant issue. In order to address this problem, PES prohibits gender discrimination in job offers and implements competent measures based on the analysis of wage and other data in cooperation with local governments and companies. PES in Japan are required to further promote these initiatives and continuously strive to fulfil the environment in which males and females can have equal employment opportunities.

4.5.6 United Kingdom

The Key Roles of the UK PES in promoting gender equality in employment opportunities.

The Plan to Get Britain Working details elevated levels of economic inactivity for women and sets out a suite of reforms to promote gender equality and empower all individuals in the workforce, in line with the UK’s Growth Mission. The UK’s gender participation gap remains larger than top performing economies, with a female economic inactivity rate in 2023 that was 7.3 percentage points higher than the male rate. A substantial driver of this is that women are more likely to have caring responsibilities, as 1 in 5 women aged 55 to 59 provide unpaid care.¹⁴⁶

The economic and social impacts of heightened female absence in the labour market are clear and detrimental. A smaller workforce results in lower national productivity and economic growth, as well as the disadvantage of less female representation in the workplace. Women are more likely to be carers, and people with caring responsibilities can experience financial instability when facing unforeseen expenses associated with care. When caring responsibilities are no longer a barrier to employment, women may struggle to re-enter the workforce after time away due to a lack of confidence or out-of-date qualifications.

¹⁴⁶ The Rt Hon Rachel Reeves MP, The Rt Hon Liz Kendall MP, The Rt Hon Bridget Phillipson MP and The Rt Hon Wes Streeting MP, “Get Britain Working White Paper,” November 26, 2024, [Get Britain Working White Paper - GOV.UK](https://www.gov.uk/government/white-papers/get-britain-working)

Role of Jobcentre Plus

Jobcentre Plus provides personalised employment support through appointments with work coaches who can address specific issues that can put women at a distance from the labour market, such as caring responsibilities, menopause awareness, or childcare. To provide the most effective service, Jobcentre Plus uses local labour market forecasting to align jobseekers with jobs in their local areas, and in growth sectors. For example, technological developments have enabled administrative and secretarial occupations to become increasingly automated. As women are more likely than men to hold these roles, Jobcentre Plus can direct women to digital training and upskilling support to address the gendered impact of future labour market trends.

Plan to Get Britain Working

Unpaid caring responsibilities can form a significant barrier to employment for women across their career, from childcare to providing care for a disabled or elderly family member. The Plan to Get Britain Working outlines reforms designed to help individuals with caring responsibilities transition into employment, including a rise in Carer's Allowance and launching the 'Job Help' information support site.

- **Carer's Allowance** has risen by £45 per week and the eligibility criteria has been broadened to enable over 60,000 more carers to access this benefit by 2029/30.¹⁴⁷ As a result, unpaid carers will have more financial security and greater flexibility to undertake paid work alongside their caring responsibilities. Almost 70% of Carer's Allowance recipients are women; this additional support will empower more women to access employment opportunities, fostering a more gender-balanced labour market.
- **Job Help** is a newly released campaign site that integrates support and information services for those balancing work and caregiving, to prevent unpaid carers from feeling they have no option but to leave paid work altogether. Job Help provides greater information access and quality to help early and potential carers make informed, proactive decisions about work and care by spotlighting upskilling opportunities and signposting mental health coaches and support systems. This service improves access to employment support for those who are unable to attend Jobcentres in person due to caring responsibilities.

In reducing gender disparities in employment, the UK PES has a strong focus on equalising access to the labour market for all people, through personalised support at Jobcentre Plus. However, the UK PES tailors employment support in line with social and technological trends, such as identifying that women predominantly fill roles in at-risk sectors to automation, as well as being more likely to have unpaid caring responsibilities, driving elevated rates of female economic inactivity.

¹⁴⁷ The Rt Hon Rachel Reeves MP, The Rt Hon Liz Kendall MP, The Rt Hon Bridget Phillipson MP and The Rt Hon Wes Streeting MP, "Get Britain Working White Paper," November 26, 2024, [Get Britain Working White Paper - GOV.UK](https://www.gov.uk/government/consultations/get-britain-working-white-paper)

5. Outlook - From Demographic Change to Digital Transformation

This paper has shown how demographic change is reshaping labour markets across the G7, and how WAPES member Public Employment Services are adapting through targeted services, reforms, and organisational innovation. One key insight emerging from this collaboration is the increasing importance of digitalisation, not only in service delivery, but also in supporting PES staff and internal infrastructure.

Looking ahead, the WAPES working group will shift its focus towards digital transformation in Public Employment Services. Starting in autumn 2025, the newly composed group will explore how digital tools, AI, and data-driven approaches can improve access, responsiveness, and personalisation. Special attention will be given to ensuring that PES staff are equipped with the skills and systems needed to manage this transition. This new focus builds on the strong foundation of cooperation and mutual learning established in this cycle, and will support WAPES members in developing future-ready services.

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