OECD Local Economic and Employment Development (LEED) Papers



Chambers of commerce and the business of skills









Chambers of commerce and the business of skills

In today's rapidly evolving economy, businesses are facing growing challenges in recruiting workers with the right skills. Chambers of commerce can play an important role in helping communities tackle these pressing issues and building skills systems that are fit for the future. This paper draws on a 2024 survey undertaken by the OECD in collaboration with Eurochambres and the International Chamber of Commerce, covering chambers from 65 countries and transnational regions. It explores the role chambers play in shaping and implementing skills policies at local, regional and national levels. Common approaches include supporting strategy development at both national and regional/local levels; serving as an intermediary between businesses and skills programmes; and, at least to some degree, being a direct provider of training themselves. As demands for agile and inclusive skills systems grow, this paper serves as a first step to explore how chambers can further support skills agendas.



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This paper was authorised for publication by Lamia Kamal-Chaoui, Director, Centre for Entrepreneurship, SMEs, Regions and Cities, OECD. The names and representation of countries and territories used in this joint publication follow the practice of the OECD.

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Executive summary

Businesses are facing growing challenges in recruiting workers with the right skills. In 2024, 75% of employers across 41 countries reported difficulties in finding skilled talent, over double the rate observed in 2014 (36%) (Manpower Group, 2024[1]). In the face of the digital and green transitions and ageing population, these challenges are likely to persist. Chambers of commerce, along with other types of social partners (e.g. employer associations, trade unions) have an important role to play in upgrading skills systems. They are well positioned to identify skills gaps in local labour markets, foster the buy-in and engagement of employers, and serve as an intermediary between the public sector, education and training providers, and employers.

This paper looks specifically at the role of chambers of commerce and industry in designing and delivering skills policies. It is based on a 2024 survey to chambers of commerce around the world undertaken by the OECD, in collaboration with Eurochambres and the International Chamber of Commerce and its World Chambers Federation network. While variation across and within countries is common, the survey identified several commonalities in the way chambers approach the business of skills.

Key findings

- The legal and institutional frameworks for chamber engagement varies significantly across countries. In just under half of OECD countries, chambers operate under private law models (i.e. voluntary membership, no delegated public functions), about a quarter operate under public law models (i.e. mandatory membership and delegated public functions), and the remaining under hybrid law models (i.e. no mandatory membership but delegated public functions).
- Despite these differences, chambers are frequently active in skills policies in a number of ways. Common activities include supporting strategy development at both the national and regional/local levels; serving as an intermediary between businesses and skills programmes; and, at least to some degree, being a direct provider of training themselves.
- Chambers are particularly engaged in skills programmes with concrete links to the world of
 work. For example, in nine out of ten responding countries, chambers provide training for
 businesses on topics relevant to their operations, such as HR or exporting. In three out of four,
 they are active in programmes for entrepreneurs and/or small businesses in support of starting up
 or scaling up, and in programmes that link school and work-based learning (e.g. apprenticeships
 and other types of dual learning programmes).
- Chambers work closely with public actors on skills policies and programmes, particularly regional and local governments. Over half of responding chambers said they are in contact with regional and local governments on issues related to skills on a monthly basis or more frequently.

Looking ahead

To keep up with the rapid changes in the world of work, skills systems will need to become more agile, inclusive, and future-focused. There are a few areas where chambers of commerce may have a particularly important role to play, building on their existing strengths and strong linkages with the business community:

- · Better linking local skills and economic development policies;
- Helping SMEs upgrade and access the skills needed for the green and digital transitions;
- Expanding workplace learning, both for new labour market entrants and mid-career professionals;
 and
- Working with employers to expand opportunities for underrepresented groups, including by fostering skills-based hiring approaches.

Why do skills policies matter for chambers and chambers matter for skills policies?

Businesses face growing challenges recruiting talent with the right skills

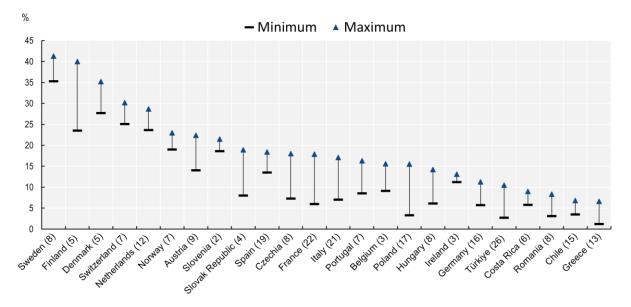
A skilled workforce is the cornerstone of competitiveness for businesses, communities and nations alike. However, employers are increasingly struggling to find talent with the right skills. In a 2024 survey of over 40 000 employers in 41 countries, 75% reported struggling to find skilled talent, over double the rate in 2014 (36%) (Manpower Group, 2024[1]). In Europe, for example, shortages are particularly prevalent in construction, healthcare, science, technology (notably ICT), engineering and mathematics (European Commission, 2023[2]).

The hurdles businesses face vary not only across sectors, but also across places. Large cities are often competing against each other in the global race for talent, while rural areas face distinct challenges due to demographic change such as population ageing or outmigration. In OECD countries with available data, young people who moved went almost exclusively to metropolitan regions between 2016 and 2019 (OECD, 2022[3]).

While overall labour market tightness (i.e. the ratio of job openings to available workers) has declined since its post-COVID peak, these underlying challenges are expected to persist. Environmental pressures and technological change are rapidly reshaping job profiles and employer needs, but the pace of change in education and skills policies is lagging behind. In the context of ageing labour markets, particularly in OECD countries, lifelong learning will also become increasingly important. Yet, today, only four in ten adults participate in job-related training annually on average across the OECD (OECD, 2021[4]). Local capacities to develop robust skills systems also vary considerably; the share of adults participating in training can vary two-fold across regions within OECD countries (Figure 1.1). The COVID-19 crisis could also have long-term impacts. OECD PISA test results show an unprecedented drop in the reading and math performance of 15-year-olds across many countries between 2018 and 2022, which could negatively impact productivity over the next 30 to 40 years (OECD, 2024[5]). In the context of ageing labour markets, particularly in OECD countries, lifelong learning will also become increasingly important. Yet, today, only about four in ten adults participate in job-related learning annually on average across the OECD according to PIAAC data. Local capacities to develop robust skills systems also vary considerably. The share of adults participating in training can vary two-fold across regions within OECD countries.

Figure 1.1. Regional variations in participation in training can be up to two-fold

Regional variation in share of the population aged 25-64 participating in formal and/or non-formal training in the last 4 weeks, 2023 or latest year available, TL2 regions



Note: Note: Data is from 2023 for European countries, from 2021 for Costa Rica and from 2020 for Chile. Ceuta and Melilla (Spain) and French overseas regions are not included.

Source: OECD Regions and Cities databases (2024), "Adult training", http://oe.cd/geostats; and Eurostat Regional Education Statistics (2024) "Participation rate in education and training (last 4 weeks) by NUTS 2 regions", https://doi.org/10.2908/TRNG_LFSE_04

Employer engagement is critical to upgrading skills systems

The reach and the relevance of skills systems will need to be significantly upgraded. This requires action on multiple fronts, from expanding access and inclusivity to better aligning local skills and economic development policies. The engagement of social partners and other stakeholders, including employers, will be essential in doing so (OECD, forthcoming_[6]). Employer and employee representatives in particular are well positioned to know training needs and priorities, understand how to best deliver the relevant training, and foster the buy-in of individual employees and employers (OECD, 2019_[7]).

Across countries, skills systems operate under very different institutional arrangements for stakeholder engagement. In some countries (e.g. in continental European countries, Scandinavian countries, some Asian countries), intermediate associations such as employers' associations, trade unions and chambers of commerce play a more important and formalised role in the governance of skills systems. In more liberal market economies (e.g. Australia, Canada, the United Kingdom, and the United States), the role of employers is traditionally less institutionalised (OECD, 2020_[8]).

This paper looks specifically at the role of chambers of commerce and industry in designing and delivering skills policies. It is based on a 2024 survey to chambers of commerce around the world undertaken by the OECD, in collaboration with Eurochambres and the International Chamber of Commerce and its World Chambers Federation network. Building on the results of this survey, this note provides a snapshot of the ways that chambers commonly engage in skills policies, including concrete examples from chambers around the world. It is not intended to be a comprehensive mapping, but rather to provide a high-level overview of the different types of activities in which chambers engage.

Depending on national and local contexts, chambers of commerce and industry are one of several types of employer associations that are engaged in skills policies. As part of social partnership models, other types of employer and sectoral organisations are also frequently engaged. They also operate under different legal frameworks across countries, as summarised in Table 1.1 (ILO, 2021_[9]). Under public law models, chambers are established and regulated under national legislation. Business membership is compulsory, and chambers enjoy delegated public functions, official advisory statuses with government, and guaranteed funding. Such models are most common in continental Europe, as well as in former French colonies and Arab countries. In comparison, private law models are more common in Anglo-Saxon countries, as well as in some continental European countries. Under such models, business membership is voluntary, and chambers have no formal advisory status with government or guaranteed funding. Some countries have a hybrid model – chambers are established by national legislation, but membership is voluntary. Considering OECD countries, in just under half, chambers operated under private law models, about a quarter operate under public law models, and the remaining quarter under hybrid law models (ILO, 2021_[9]).

Table 1.1. Overview of legal frameworks for chambers of commerce

	Established under national legislation	Compulsory membership	Official advisory statuses or delegated public functions
Public law models			
Private law models			
Hybrid law models			

Note: This table shows stylised descriptions and there may be specific nuances within countries. Source: Adapted from ILO $(2021_{[9]})$.

Box 1.1. About the OECD-Eurochambres-ICC survey on skills policies

The joint OECD-Eurochambres-ICC survey "The role of chambers of commerce and industry in designing and delivering skills policies" was administered in Q1 of 2024. National, regional, local and transnational chambers from the Eurochambres and ICC World Chambers Federation networks were all invited to respond. National chambers of commerce were asked to provide information about the activities of chambers in their country more generally (i.e. covering their activities as well as those of chambers operating at the regional and local level) while regional, local and transnational chambers were asked to report on their activities specifically.

In total, 136 responses from 65 countries and transnational regions were received. Of these, 39% represented national chambers of commerce, 56% were local or regional, and 4% were bilateral or transnational. Responses were received from chambers in 34 out of 38 OECD member countries and 26 EU-27 countries. The remaining 26 responses came from non-OECD, non-EU countries or transnational regions.

It is important to recall that in many countries, there is significant diversity in the activities of chambers at the regional and local level. In countries where skills systems follow more corporatist models and chambers operated under public laws, there is more likely to be consistency. In private law model countries, more diversity can be expected. For the parts of the analysis that report trends across countries, this potential diversity was reconciled by assigning a single country value. If multiple chambers in the same country provided responses (e.g. some but not all chambers reported engaging in a specific activity), a positive response was assigned to that country, reflecting that at least some chambers in that country engage in that specific way. For the purposes of this paper, the bilateral and transnational chambers are also included in this country count.

What role do chambers play in designing and delivering skills policies?

Skills policies are complex. From the big picture of developing national strategies to the minutia of managing apprenticeship contracts in a local community, dozens, if not hundreds or thousands, of actors such as ministries, departments, agencies, local governments, and other types of private and non-profit organisations are involved in various ways in skills policies in any given country. Skills policies are also situated at the intersection of various policy domains including education, labour market, migration and industry, adding to the complexity of the equation (OECD, 2020_[8]). The governance of these policies varies significantly not only across countries, but also within for different aspects of skills policy (e.g. various levels of government and stakeholders have different roles in initial vocational education vs. adult learning).

Even taking these differences into account, some general trends can be found in terms of chamber engagement. The sections below provide an overview of the most common ways chambers reported being engaged in skills policies and programmes: (1) leadership and strategy; (2) intermediation, oversight and administration; and (3) delivery.² Common activities include supporting strategy development at both the national and regional/local levels; serving as a link between businesses and skills programmes; and at least to some degree, being a direct provider of training themselves. The full survey results are available in Annex A, with key findings extracted in the below sections.



In understanding these results, it is important to recall that the role chambers play at the regional and local level may vary within countries. In countries where skills systems follow more corporatist models and chambers operate under public laws, there is more likely to be consistency in the role of local and regional chambers. About one-fifth of respondents reported that *all* the activities they engage in related to skills are defined by laws or regulations. Even when some activities are defined by laws or regulations, individual local or regional chambers may go above and beyond depending on their capacities, local business needs and their relationships with other stakeholders in the local or regional system. Indeed, about 40% respondents said that some but *not all* activities they engage in related to skills are defined by laws or regulations. Finally, in some countries, particularly those where chambers operate under private law models, there may be significant diversity in the engagement of local and regional chambers in activities related to skills.³

Contributing to overall leadership and strategy development

Contributing to strategic leadership at the national level

As part of strengthening the governance of skills policies, the OECD has identified the importance of taking a whole-of-government approach, as well as stakeholder engagement throughout the policy cycle (OECD, 2019_[10]). National skills councils, boards or even ad-hoc working groups to develop national strategies, amongst other tasks, are all potential means for doing so (OECD, forthcoming_[6]). In three-quarters of countries, chambers reported contributing to the development of national skills strategies, and in seven out of ten countries, chambers reported sitting on national steering committees or advisory boards related to skills policies. Rates were even higher for EU-27 countries, as well as public or hybrid law models countries in the OECD.

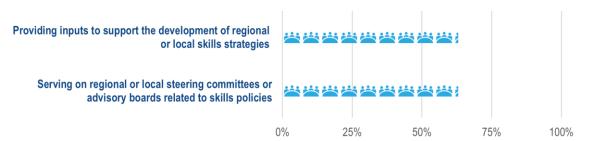


Source: OECD/Eurochambres/ICC (2024)

Contributing to strategic leadership at the regional and local level

The tailoring and articulation of national strategies and policies to local and regional needs is an important part of well-functioning skills systems. Survey results show that chambers are active in this regard – for example, in over three-quarters of OECD countries, chambers reported sitting on regional or local steering committees or advisory boards related to skills policies. These types of committees or boards are an important ingredient of well-functioning local partnerships and skills ecosystems (OECD, 2022[11]). As discussed in Box 2.1, this type of employer engagement can also support stronger links between local skills and economic development strategies.

Infographic 2.2. Contributing to strategic leadership at the regional and local level



Source: OECD/Eurochambres/ICC (2024)

Box 2.1. Employer engagement can help strengthen links between local skills and economic development strategies

Skills are just one arena where chambers of commerce and other business associations are active in local development leadership and strategy. Local development concerns both economic and social outcomes, considering both how a place can improve its economic future and the quality of life for its inhabitants (OECD, $2022_{[12]}$). Engaging the private sector, including via chambers of commerce, is an important piece of the puzzle. Indeed, much of local development is about business attraction, retention and expansion, as well as expanding local entrepreneurship. This is done both by working directly with businesses, but also by building a local ecosystem that helps them thrive. Local factors such as the skills of the local workforce, access to finance, infrastructure and real estate, and quality of life all contribute to this ecosystem.

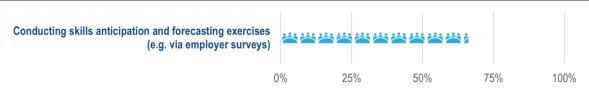
However, beyond being *targets* of local development, businesses can also be involved in the *process* of local development. Local development requires a unique type of leadership to succeed. It operates over longer time frames, broader geographies, and with wider institutional collaboration than is usual for local governments. The private sector is well-positioned to play a leadership role. For example, often, they can help frame strategies around business cycles rather than election cycles and work at a functional economic geography rather than an administrative one (OECD, 2015_[13]). Indeed, in a 2022 survey of residents of over 27 countries, over three-quarters said that they expected CEOs to inform and shape conversations and policy debates about jobs and the economy (Edelman, 2022_[14]).

Businesses have a particularly important role to play in better linking skills and local economic development strategies. They can help identify how to tailor local skills strategies that contribute to the development of priority or local sectors or support economic diversification. On the other side, local development strategies can be designed to better leverage local skills bases and take skills proximity into account when identifying sectors to expand into. These two systems need to interact well, with strong local employer engagement, to be effective (OECD, 2022[12])

Conducting skills anticipation and forecasting exercises

Any effort to tackle skills imbalances can only be as good as the data that it draws on. While ministries of labour and/or education are often leaders of skills assessment and anticipation exercises, other stakeholders, such as employer organisations, are also frequently involved (OECD, 2019_[15]). Chambers in two-thirds of responding countries reported conducting skills anticipation and forecasting exercises. Again, chambers in OECD countries were particularly active in this regard.





Source: OECD/Eurochambres/ICC (2024)

Supporting the design of training and skills programmes

Skills systems need to adapt quickly to a changing world of work, such as growing demands for green and digital skills. The engagement of employers in the design of curriculum and training programmes is an important means to do so. Chambers reported contributing to the design of training and skills programmes in almost three-quarters of responding countries. As detailed in the next chapter, the type of training and skills programmes they are engaged with can vary significantly, from apprenticeship and dual learning systems to training on specific business and management topics.

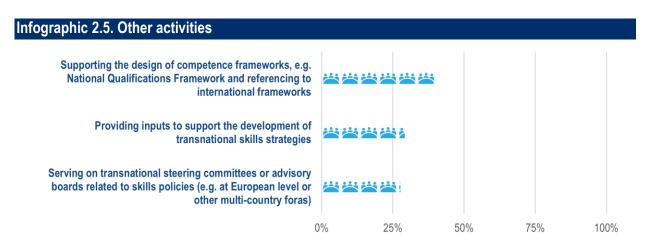


0% 25% 50% 75% 100%

Source: OECD/Eurochambres/ICC (2024)

Other activities

Chambers tend to be less active in other types of skills leadership and strategy activities. For example, chambers in 40% of countries reported supporting the design of competence frameworks. Unsurprisingly, leadership activities at the international or transnational level (such as supporting the development of cross-border skills strategies) were relatively rare globally, but European chambers were more active in this area.



Source: OECD/Eurochambres/ICC (2024)

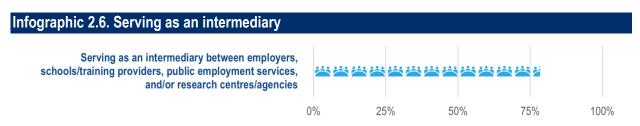
Box 2.2. Leadership and strategy: chamber examples

- The Canadian Chamber of Commerce has two policy committees involved in designing skills policies. The Workforce Strategies Committee focuses on federal labour policy, skills challenges, and immigration, while the Inclusive Growth Committee addresses labour market inequalities to support underrepresented groups. These committees, comprising members from chambers, businesses, industries, and educational institutions, adopt a multisectoral approach to influence policy and government decisions through regular engagement with public officials and participation in national workforce development conversations (Canadian Chamber of Commerce, n.d.[16]).
- In England, United Kingdom, in Autumn 2022, employer representative bodies (ERBs) were legislated by the Secretary of State for Education to lead the development of Local Skills Improvement Plans. In 32 out of 38 areas, chambers of commerce were designated to lead these plans, which identified actionable priorities to make technical education and training more responsive to local employer and labour market needs (British Chambers of Commerce, n.d._[17]).
- In Poland, Sectoral Competence Councils are tasked with helping to better align skills policies and programmes with current labour market demands. Each Council analyses the skills needs of the respective industry and provides recommendations on the necessary training to respond to these needs. Councils can also provide their views on necessary policy actions. They are advisory bodies to the Polish Agency for Enterprise Development, with 17 councils covering various industries from textiles to health care, with plans to establish at least 27 councils in the future. Currently, the Sectoral Competence Council on Trade is chaired by the Polish Chamber of Commerce (Polish Agency for Enterprise Development, n.d.[18]).
- Unioncamere in Italy (the Italian Union of the Chambers of Commerce) conducts one of the
 main skills assessment and anticipation exercises in the country. The Excelsior survey collects
 monthly information on companies' occupational and skills needs. About 450 000 to 500 000
 companies participate in the survey annually. Results are available at the national, regional
 and sub-regional levels, as well as for different sectors and company sizes (European Training
 Foundation, 2020[19]).
- In Chile, the Cámara de Comercio de Santiago (the Santiago Chamber of Commerce CCS). hosts the Advisory Board on Digital Talent. It provides a platform for leading e-commerce companies to participate in identifying specific talent gaps for electronic commerce and collaborate with higher education institutions to improve their curriculums to better respond to demand (Cámara de Comercio de Santiago, n.d._[20]).

Supporting intermediation, oversight and administration

Serving as an intermediary

Chambers of commerce frequently play an important intermediary role, serving as a bridge between employers and other skills policies stakeholders. In almost four out of five countries, chambers reported serving as an intermediary between employers, schools/training providers, public employment services, and/or research centres/agencies. This was the most frequently cited activity across all categories in the survey.



Source: OECD/Eurochambres/ICC (2024)

Box 2.3. Who do chambers of commerce work with around skills policies and programmes?

Unsurprisingly, chambers reported being in frequent direct contact with businesses in relation to skills issues. Over half of respondents said they are in contact with businesses on a monthly basis or more, and a further 25% reported they were in contact at least a few times a year.

Regional and local authorities are also an important partner for chambers. Globally, over half of responding chambers reported that they or chambers in their countries were in contact with regional and local authorities at least monthly in support of skills policies and programmes. Zooming in on chambers in OECD countries, the share rises to twothirds. While contacts with national governments were less frequent, over threequarters of chambers still reported being in contact with them at least a few times a year. Chambers in non-OECD countries reported higher levels of engagement with national authorities than those in OECD countries, potentially reflecting differences capacities and responsibilities in local and regional governments in different parts of the world.

Chambers also work with a number of other partners in relation to skills. These include public vocational education or training institutions, cluster or sector-specific organisations, public employment services, private training providers and universities.

How often chambers reported working with a given actor in support of skills policies and programmes



Frequently: Regular contact, e.g. on a monthly basis or more regularly

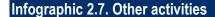
Occasionally: Some contacts, a few times a year

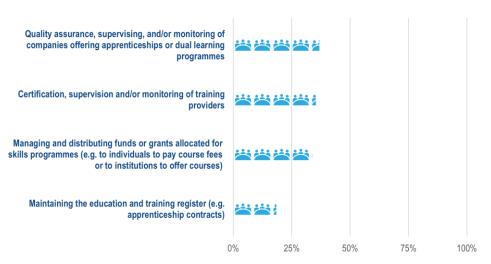
Note: This figure summarises the results at the individual respondent level; n=136

Source: OECD/Eurochambres/ICC (2024)

Other activities

Chambers tend to be less engaged in other oversight and administration activities, such as tasks related to quality assurance of training providers or managing training funds or budgets. There are important exceptions, however. For example, in countries ranging from Australia to Austria to Germany to Spain, chambers are involved in at least some aspects of administering apprenticeships and/or other parts of the VET system.





Source: OECD/Eurochambres/ICC (2024)

Box 2.4. Intermediation, oversight and administration: chamber examples

• Apprenticeship Support Australia (ASA), a joint undertaking of Business New South Wales, the Victorian Chamber of Commerce and Industry in Victoria, and the Chamber of Commerce and Industry in Western Australia, is one of the providers in the government's Australian Apprenticeship Support Services network. With over 400 staff across all states, ASA collaborates with schools, businesses, apprentices and trainees to make it easier to recruit, train and retain apprentices. The work is focused on improving retention, completion, and satisfaction rates; placing the apprentice at the centre of the services delivery; providing an assessment to Australian Apprentices and nominated Employers that are identified as needing support; improving wraparound services; deliver high quality end to end services and minimising and reducing the administration burden.

Another central goal of the programme is to improve wraparound support for those who might have been underserved in the past or face barriers in completing their apprenticeship. Four groups have been identified as Key Client Groups (KCG) including First Nations Australian apprentices, women in male-dominated trades, apprentices with disability and apprentices located in remote Australia (Apprentice Support Australia, n.d.[21]).

The Zambia Chamber of Commerce and Industry (ZACCI) has a close partnership with the
Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA) to
ensure vocational training programmes align with industry standards and current skills needs.
The chamber serves as an intermediary between the business community and the national
skills authority, conveying employers' perspectives on the evolving skills landscape across
the country (ZACCI, n.d.[22]).

Delivering training and related services

Supporting firms in identifying and addressing training needs

As skills needs change and the workforce ages, employee upskilling and reskilling will become even more important for businesses. Unsurprisingly, chambers were particularly active in supporting firms in identifying and addressing training needs – chambers in about three-quarters of countries reported being active in this area. SMEs may need particular support in this regard. On average across OECD countries, the share of SME employees who participate in job-related training is 15 percentage points below the share of workers in larger firms (OECD, 2023[23]). In two-thirds of countries, chambers reported a specific focus on supporting SMEs to encourage them to increase training or apprenticeship take-up.



Source: OECD/Eurochambres/ICC (2024)

Directly running training centres or courses

In seven out of ten countries, chambers reported running training centres or courses directly. The type of courses can vary significantly, from short-term courses for entrepreneurs or managers on specific aspects of management to longer-term trainings. Running training centres and courses was not more or less common across geographic groupings and chamber models, suggesting that this a widespread activity of chambers.



Source: OECD/Eurochambres/ICC (2024)

Providing career guidance and advice, and/or job intermediation

Career guidance is increasingly important across different stages of working life, beyond just initial entry into the labour market (OECD, 2019[10]). Chambers in over half of responding countries reported that that they provide career guidance and advice and/or job intermediation. Within the OECD, public law or hybrid chambers tended to be more active in these types of activities compared to their private law counterparts.



Source: OECD/Eurochambres/ICC (2024)

Other activities

In a limited number of countries (about one-third), chambers are also involved in administering exams or issuing certificates. Other activities reported by chambers in the survey include providing CV and interview courses, providing experts to local competence centres, vocational schools and universities, and coordinating mentoring programmes.



Source: OECD/Eurochambres/ICC (2024)

Box 2.5. Delivery: chamber examples

- In France, 400 000 people are trained annually via the *Chambre de Commerce et d'Industrie* France (CCI) network. Collectively, the chambers in this network run 131 apprenticeship training centres, 143 continuing vocational education centres, 18 business schools, 16 management schools, and 9 engineering schools (CCI France, n.d._[24]).
- In Finland, many regional chambers of commerce own vocational schools, and the Helsinki Chamber of Commerce owns the Helsinki School of Business which offers bachelor's degrees and MBAs (Helsinki School of Business, n.d._[25]).
- The university Uniempresarial in Colombia is closely affiliated with the Cámara de Comercio de Bogotá (CCB). With over 20 years of experience, the school offers 11 academic programmes annually to more than 600 students. All programmes are focused on business subjects and international trade, delivering dual education degrees that ensure students graduate with certified work experience (Uniempresarial, n.d.[26]).
- The House of Training, an approved continuing vocational training organisation in Luxembourg, was created in 2015 by the Chamber of Commerce and the Luxembourg Bankers' Association. It provides training for business leaders in the process of creating, taking over or managing companies, as well as employees of these companies The trainers are predominantly entrepreneurs, technical experts or representatives of other partners (e.g. professional associations", in line with the programmes' "professionals train other professionals approach". In 2022, 46 000 days of training were provided (House of Training, n.d.₍₂₇₁₎).
- In Germany, Deutscher Industrie- und Handelskammertag (German Chamber of Commerce and Industry) has standardised a partial qualification system to support workforce upskilling while also helping companies to invest in their employees' development. Coordinated by 79 chambers (IHKs) across the country, the project enables participants aged 25 and above to acquire vocational skills incrementally. Competency assessments follow each module, after which participants receive a certificate issued by their local chamber. Certificates can also be combined to achieve full professional qualifications, offering individuals a pathway without the necessity of enrolling in a full-time programme (DIHK, 2018_[28]).

What type of skills programmes are chambers involved in?

Skills policies cover a wide range of programmes, from initial education and training to upskilling and reskilling. OECD has underscored that skills development should be approached from a lifelong and life wide perspective, taking into consideration formal, non-formal and informal learning (OECD, 2019[10]). By supporting skills development across the lifecycle, chambers help employers find the right talents in their communities, contributing to economic prosperity and inclusion. These efforts include supporting managers, entrepreneurs and SMEs to adapt to changing business landscapes; upskilling and reskilling the existing workforce to meet evolving market demands; and providing vocational education opportunities for new entrants to the labour market. As detailed below, chambers are particularly active in skills programmes that have direct links to the workplace. The full survey results are available in Annex A, with key findings extracted in the below sections.

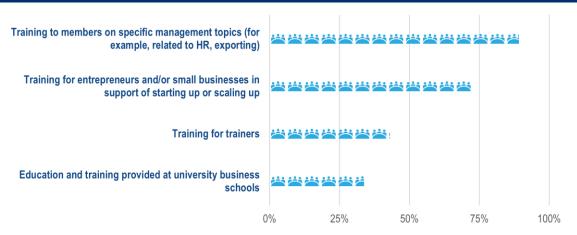
Targeted training for managers, entrepreneurs, and trainers

Chambers were particularly active in training for managers, entrepreneurs, and trainers (i.e. "train the trainers"). In the vast majority of countries, chambers reported at least some activities in this category. This comes as no surprise, considering that this type of business support is historically one of chambers' core activities.

In almost 9 out of 10 countries, chambers reported offering management training to their members. Topics can cover a wide range of relevant issues from human resources to exports. In over three-quarters of participating countries, chambers provide support to entrepreneurs and SMEs throughout their business journey. This can likewise take various forms, from startup assistance to facilitating the scaling up of operations. While less common, support for business schools is an important activity for chambers in some countries, such as in France and Finland as discussed earlier (Box 2.5).

Chambers in countries with public laws regulating the scope of their activities tend to be more active in these types of activities. In OECD countries, chambers are especially active in providing management training and supporting entrepreneurs and SMEs, while only around half reported training trainers and collaborating with business schools. This is in line with the global trend where chambers across continents reported the least engagement in training trainers and collaborating with business schools.





Source: OECD/Eurochambres/ICC (2024)

Box 3.1. Targeted training for managers, entrepreneurs, and trainers: chamber examples

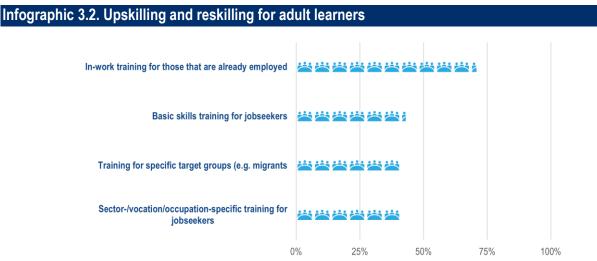
- Plato learning networks in Belgium, attached to Voka (Flanders' Chamber of Commerce and Industry), offer a platform for entrepreneurs to exchange experiences and engage in peer-topeer learning. Entrepreneurs can access tailored programmes and tools to improve their management and measuring practices. (Voka, n.d._[29]).
- In **Poland**, the national chamber supports the SME Manager Academy, a programme managed by the Polish Agency for Enterprise Development. The Academy provides SMEs with funding to strengthen their knowledge on management topics. In recent years, SMEs have been encouraged to focus on digital skills such as marketing and digital security (Polish Agency for Enterprise Development, n.d.[30]).
- In Orlando (Florida) **United States**, the Orlando Economic Partnership ran a two-year program from 2020 to 2022 to improve skills-based hiring practices in local companies. HR directors, recruiters and managers from over 70 companies benefitted from the training and resources provided by the initiative. Its goal was not just to educate companies about the changing landscape of finding the right talent but also to implement concrete changes in hiring practices. Participating businesses took tangible steps, such as writing skills-based job postings and reducing education requirements in favour of transferable skills (Orlando Economic Partnership, n.d._[31]).
- The Lagos Chamber of Commerce and Industry (LCCI) in Nigeria has created a dedicated Business Education Services & Training (BEST) Unit. The unit offers a range of activities to help business owners and managers enhance their expertise in areas like customer relations, business development, export-import procedures, digital marketing, and financial management. One example is the annual LCCI Entrepreneurship Mentoring Programme, running for over a decade, where experienced entrepreneurs mentor young business owners for 8 months. Participants benefit from business clinics, training courses, and personal development workshops. After completing the programme, many mentees have become mentors themselves (Lagos Chamber of Commerce and Industry, n.d._[32]).

Upskilling and reskilling for adult learners

Supporting in-work training for employed individuals also stands out as a central activity for chambers – chambers in almost three out of four countries, chambers reported supporting such activities. OECD countries are slightly more active in providing learning opportunities for adults than in non-OECD countries. There is, however, considerable divergence within many countries, which suggests that reskilling and upskilling programmes are often delivered at the discretion of local and regional chambers in these countries.

Some chambers are also active in skills policies that support labour market inclusion. Globally, chambers in about four out of ten countries reported being involved in basic skills training for job seekers. Similar shares also reported being active related to sector or vocational training for jobseekers or training for specific target groups. Chambers in OECD countries are particularly active in this regard, where shares reached over 50% for each of these types of activities.

Differences also exist depending on the country's legal framework. Zooming in on OECD countries with public laws regulating chamber activities related to skills, chambers are particularly active in catering to the skills needs of diverse workforce segments. Programmes can range from basic skills training to sector-specific upskilling and on-the-job training. Many chambers also provide training to specific target groups, such as migrants, who may require specifically tailored programmes to better match the demands of the local labour market.



Source: OECD/Eurochambres/ICC (2024)

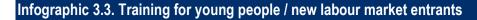
Box 3.2. Upskilling and reskilling for adult learners: chamber examples

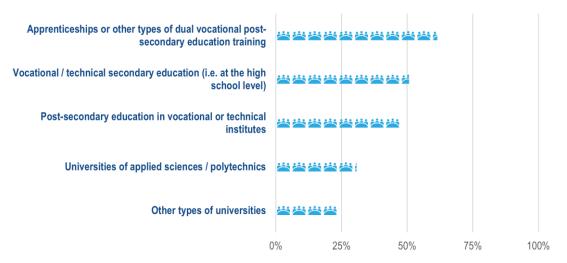
- The regional chamber in Arnsberg Hellweg-Sauerland, Germany drives skills development in artificial intelligence through its AI Scouts programme. The goal is to equip companies with the necessary tools to embrace the new AI landscape by providing employees with the knowledge and practical skills to make the most out of AI in their work. The programme caters to both the needs of businesses and the career development of employees in the digital era. Upon completion, trainees receive nationally recognised certificates from the Chamber (IHK Bildungsinstitut Hellweg-Sauerland, n.d.[33]).
- Skillnet Ireland is the national talent development agency of the Irish government, enhancing
 business competitiveness, productivity, and innovation through enterprise-led workforce
 development. Ten regional Skillnet Business Networks, linked to various Irish Chambers, offer
 subsidized learning programmes to help businesses develop their workforce skills. These
 multi-sector networks cater to companies of all sizes, providing flexible talent development
 solutions to support growth (Skillnet Ireland, n.d.[34]).
- The regional chamber in Auckland, **New Zealand** has developed an initiative aimed at expanding the talent pool in the tech industry. Given the growing skills needs for the digital transition, the chamber is working on bringing in talents from groups that have traditionally been underrepresented in the sector, such as indigenous communities, youth, women and the neurodiverse. The TechStep platform showcases the world of tech and its diversity to these audiences, offering inspiration and information through a variety of resources (Techstep, n.d.₁₃₅₁).
- The regional chamber in Stavanger, Norway, works closely with a coalition of partners to equip refugees from Ukraine and beyond for the demands of the local job market. Municipalities, the Norwegian Refugee Council, the Norwegian Labour and Welfare Administration, and the local Ukrainian Association have come together with the Chamber to help refugees find jobs that match their skills. So far, they have provided the new community members with IT equipment, hosted job fairs and seminars on CV writing and interview techniques and mapped the skills needs of the business community (Stavanger Chamber of Commerce, n.d.[36]).

Training for young people / new labour market entrants

Globally, chambers of commerce play an active role in skills programmes targeting young people, particularly in relation to programmes bridging classroom-based and work-based learning. In two-thirds of countries, chambers reported engaging in apprenticeship programmes and/or other forms of dual vocational education. Additionally, in roughly half of countries, chambers are engaged in vocational education at both secondary and post-secondary levels. On the other hand, co-operation with higher education institutions, such as polytechnics and other types of university-level providers, is less common, with chambers in less than one-third of countries engaged in such programmes.

Public and hybrid models tend to cooperate more closely with educational institutions than their private counterparts. They focus more on providing learning opportunities through companies and enterprises where workers are already employed. Only around a third of private chambers in OECD countries reported having traditional degree programmes in place.





Source: OECD/Eurochambres/ICC (2024)

Box 3.3. Training for young people / new labour market entrants: chamber examples

- In **Austria**, the Talentcenter is an internationally acclaimed project (awarded ICC's Best Education and Training Project in 2019), developed by the Styrian Chamber of Commerce in partnership with the University of Graz. The Talentcenter offers 7th and 8th graders a vocational orientation platform to discover their interests and talents at a decisive educational stage. Using modern technology and scientific methods backed by research done at the partner university, students undergo tests to recognize their strengths and interests and to identify suitable training programs. As of 2024, 48 test stations are available nationwide, and the chamber is collaborating with chambers in neighbouring countries to expand the program across borders (Styrian Economic Chamber, n.d._[37]).
- In Scotland, United Kingdom, the Step Up to Net Zero programme offers fully funded sixmonth work placements aimed at assisting local organisations in achieving their goals related to net zero emissions and circular economy practices. The initiative is delivered by Glasgow Chamber of Commerce on behalf of Glasgow City Council. Over the course of 6 months, recent graduates and other jobseekers learn about the green transition and are tasked with supporting their host organisations in implementing a tailored Action Plan to advance their circular and net zero ambitions. The programme has led to high rates in securing employment after the work placement, be it in another organisation or continuing to work for the same employer (Glasgow Chamber of Commerce, n.d.[38]).

- The Camara de Comercio de España and its network of regional and local chambers in Spain are working to reduce youth unemployment rates through the PICE programme (Programa Integral de Cualificación y Empleo Comprehensive Qualification and Employment Programme). As part of the national Youth Guarantee System, the programme addresses professional skills and mobility needs of youth between the ages of 16 and 30. It is composed of two free training plans, co-financed by the European Social Fund. The PICE Training Plan offers training and guidance to access the world of work, and the PICE Mobility Plan provides the opportunity to do internships abroad, enjoy stays in countries throughout the European Union or benefit from grants and scholarships for academic and professional training (Cámara de Comercio de España, n.d._[39]).
- In Türkiye, Türkiye Odalar ve Borsalar Birliği (Union of Chambers and Commodity Exchanges of Türkiye TOBB) has developed the My profession, My life: Internship and Job Programme (Meslegim Hayatim) in partnership with the Ministry of National Education. The programme oversees a portal that allows students and recent graduates to access internship and employment opportunities within national and international companies that have signed up on the platform. The programme aims to create linkages between the employment opportunities provided by the private sector and the newly trained workforce by raising awareness of the vast pool of qualified candidates with vocational degrees and providing youth with paid work experience (TOBB, n.d.[40]).

What role for chambers in upgrading skills systems for the future?

To keep up with the rapid changes in the world of work, intensified by the twin transitions, skills systems will need to become more agile, inclusive, and future-focused. This will require simultaneous actions on many fronts. Chambers of commerce may have a particularly important role to play in a number of areas, building on their existing strengths and strong linkages with the business community.

Better linking local skills and economic development policies

In the context of the knowledge economy, a skilled and entrepreneurial workforce is essential for local competitiveness and growth (OECD, 2014_[41]). This means the lines dividing employment, skills and economic development policies are increasingly blurred, and strategies following the silos of ministerial policy portfolios, or that only consider the supply *or* demand side of the labour market are likely to fall short (Froy and Giguère, 2010_[42]; Froy, Giguère and Hofer, 2009_[43]).

The local level is where meaningful collaborations between employment, training and educational institutions, local governments and economic development agencies, and firms are often best developed. Given the role they already play as intermediaries between governments, businesses and training institutes, local and regional chambers of commerce can serve as catalysts and links to support better alignment.

Helping SMEs upgrade and access the skills needed for the green and digital transitions

SMEs often face challenges in adapting to the demands of green and digital transformations due to resource constraints and limited access to specialised skills. Governments have increasingly put in place support measures to raise awareness on evolving skill needs. They have also expanded the training offered by SMEs, such as through tax incentives and subsidies, and better linked local SMEs with resources in their local skills ecosystem (e.g. key public and private stakeholders, including research and education organisations) (OECD, 2023_[23])

Chambers of commerce can continue to double down on their intermediary role in this regard, for example by working with SMEs to identify training needs for their employees and linking them up with local resources and partners that are most relevant for their specific needs.

Expanding workplace learning, both for new labour market entrants and mid-career professionals

By encouraging businesses to invest in employee development, chambers can help cultivate a more skilled and adaptable workforce capable of thriving in the future economy.

Their intermediary role may offer them a privileged position in a number of ways. For example, as many chambers already do, they can work with businesses, particularly SMEs, in identifying training needs and local policies and programmes that can help address them. Depending on the institutional framework, they can also play a role in reducing the administrative burden of taking on apprentices or other types of dual learners and advocate for the potential benefits of doing so with their members.

Working with employers to expand opportunities for underrepresented groups, including by fostering skills-based hiring approaches

Many chambers are already active in supporting labour market inclusion. For example, in a number of European countries, chambers of commerce have been actively supporting refugee labour market inclusion (CoR, Eurochambres, OECD, 2023_[44]). In light of labour and skills shortages, further action to support the integration of people currently outside the labour market can help to pay both social and economic dividends.

One approach growing in popularity is the adoption of skills-based hiring practices. By helping their members understand and adopt such approaches as appropriate, chambers can further support labour market inclusion, while also help businesses tap into talent pools they may not have previously considered.

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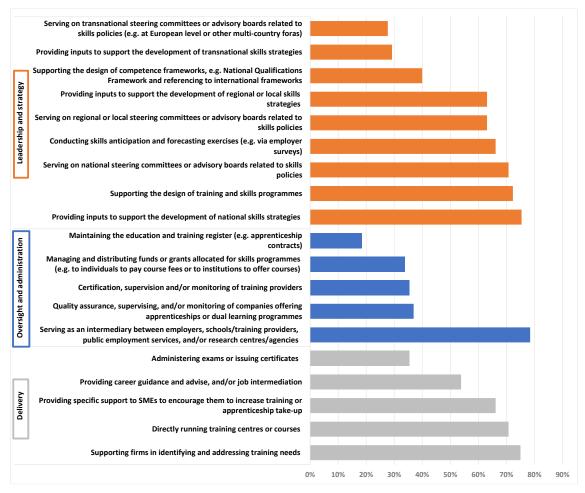
Notes

- ¹ For example, in the Netherlands, chambers of commerce are responsible for a relatively narrow set of activities related to business registration, while other employer associations represent the employer side of social partnerships in relation to skills and training, e.g. the Confederation of Netherlands Industry and Employers (VNO-NCW) and Royal Association MKB-Nederland
- ² While these survey results provide an indication of what types of activities chambers are more engaged in, they do not allow for an assessment of the depth of engagement. Accordingly, there may be important differences across and within countries in this regard
- ³ As described in Box 1.1, where multiple chambers within one country responded, an overall country response was assigned.

Annex A. Full survey results

Figure A.1. What activities do chambers typically undertake related to skills?

Share of countries and transnational regions where responding chambers reported undertaking a given activity

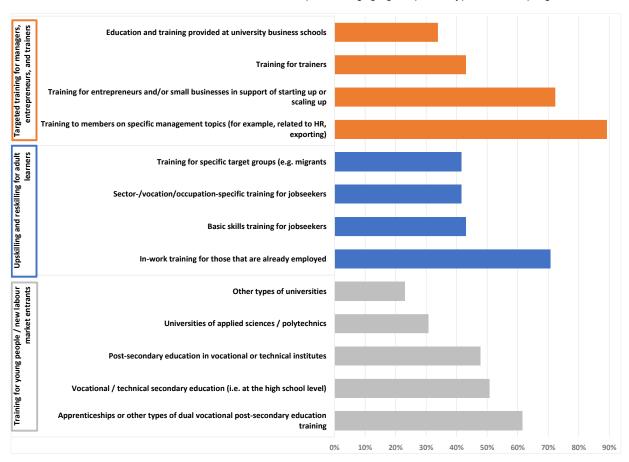


Note: This chart summarises the results at the country level; n=65

Source: OECD-Eurochambres-ICC 2024 survey on the "The role of chambers of commerce and industry in designing and delivering skills policies". See Box 1.1 for more information about the survey.

Figure A.2. Chamber engagement in different types of skills programmes

Share of countries and transnational where chambers reported engaging in specific types of skills programmes



Note: This chart summarises the results at the country level, n=65

Source: OECD-Eurochambres-ICC 2024 survey on the "The role of chambers of commerce and industry in designing and delivering skills policies". See Box 1.1 for more information about the survey.

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