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Report of the Committee for the Recurrent Discussion on Employment

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Introduction

1. The Committee for the Recurrent Discussion on Employment set up by the Conference, at its first sitting on 30 May 2022, initially consisted of 209 members (107 Government members, 27 Employer members and 75 Worker members).
2. The Committee elected its Officers as follows:

Chairperson: Mr Cesar Gomez Ruiloba (Government member, Panama) at its first sitting

Vice-Chairpersons: Mr Chariton Kyriazis (Employer member, Greece) and Mr Plamen Dimitrov (Worker member, Bulgaria) at its first sitting

3. The Committee elected at its fourth sitting:

Reporter: Mr Chad Blackman (Government member, Barbados)

4. At its fourth and fifth sittings, the Committee appointed a drafting group composed of seven Government members, eight Employer members, eight Worker members, as well as six Government observers and eight Employer observers.
5. The Committee held 14 sittings.
6. The Committee had before it Report V, entitled *Responding to the crisis and fostering inclusive and sustainable development with a new generation of comprehensive employment policies*, prepared by the International Labour Office (Office) for a general discussion of the fifth item on the agenda: A recurrent discussion on the strategic objective of employment under the follow-up to the ILO Declaration on Social Justice for a Fair Globalization (2008), as amended in 2022.

Opening statements and point for discussion 1

7. The Chairperson urged the Committee to seize the unique opportunity that the Committee provided to provide strategic guidance to the ILO and its social partners and show leadership on employment issues. He highlighted the vital moment that the world of work was facing given multiple crises. Employment gaps were increasing with only eight years remaining to achieve the United Nations (UN) Sustainable Development Goals (SDGs), yet the world was far from reaching targets, especially those related to decent work. A sustainable, inclusive recovery was needed, as laid out in the ILO Global Call to Action for a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient (Global Call to Action). Economies would need to be more inclusive and resilient, and to address structural transformation and climate change, as set out in the ILO Centenary Declaration for the Future of Work (Centenary Declaration). Policies enacted in the wake of the economic and social consequences of the pandemic had kept people at work, organized social protection and saved businesses, thereby guaranteeing stability. Nonetheless, those unprecedented policy responses had revealed discrepancies in levels of development within and between countries. Specific solutions would need to be found for each country, that took into account differing national circumstances. The ILO was there to promote employment, firmly anchored in international labour standards and tripartism. He concluded by quoting from the report on the

2014 recurrent discussion on employment: “Full, productive, freely chosen and decent employment is a necessary and achievable goal”.

8. The deputy representative of the Secretary-General (Director, Employment Policy Department), presented the Office report. He recalled previous recurrent discussions on employment, in 2010 in the aftermath of the great recession, and in 2014, with global economic slowdown, austerity and fiscal consolidation in many countries, alongside large employment deficits. The present recurrent discussion on employment was taking place following the report of the ILO Global Commission on the Future of Work, which committed the ILO to tackle inequality, climate change and digital transformations. The subsequent Global Call to Action laid the groundwork for greater economic resilience in the face of future crises.
9. The Committee’s discussion was taking place at time of multiple challenges, including recovery from COVID-19, for which those already left behind were paying the price. The most recent *ILO Monitor on the world of work* (ninth edition) noted that the number of hours worked had declined in the last quarter and remained 3.8 per cent below pre-crisis levels, with a deficit of 112 million full-time equivalent jobs. Rising inflation and supply chain interruptions were accelerating, alongside geopolitical instabilities. Inequality between and within countries was growing. Overcoming future of work challenges would need to lead to opportunities and increase peace and resilience. Employment policies had and would contribute to overcoming challenges, building resilient, inclusive and sustainable labour markets. The report concluded that employment policies mattered and worked but only when designed and implemented effectively.
10. Employment policies should be: grounded in social dialogue, supported by strong institutions and based on international labour standards; evidence-based and well-informed by strong labour market information systems and strong impact assessments of interventions; coordinated among all relevant ministries, workers and employers; and agile and responsive to all circumstances. Policies should have properly sequenced measures and align with all relevant policy areas, including social protection measures; they should benefit from the use of new, but also local and appropriate, technologies, taking into account supply and demand side issues and employment quantity and quality; and they should pay more attention to supporting the transition to formality, as well as the most vulnerable, such as young people and those in the hardest hit sectors, including small and medium-sized enterprises (SMEs). Greater attention to employment-sensitive macroeconomic policies, gender responsiveness, a just transition and digitalization would be needed, while also considering demographic realities. Pro-employment budgets and sustainable finance that drew on both domestic and multilateral resources would be needed, especially in countries with constrained fiscal capacities. Those elements would be part of the new generation of national employment policies. Such frameworks should be human-centred and should include an inclusive structural transformation process for decent work; one that also created the conditions for workers’ and employers’ needs to be well managed and supported. The ILO needed to further its leadership role in the area of employment policies and to assist countries to have inclusive, gender-responsive employment policy frameworks that would make a difference.
11. The Employer Vice-Chairperson recalled that the purpose of the recurrent item – which followed the 2008 ILO Declaration on Social Justice for a Fair Globalization – was not to repeat or reopen a general policy discussion. Rather, the task was to provide informed and evidence-based guidance for the Office to develop a plan of action for the coming years. There was a critical need to support more effectively ILO Members with practical action. That was particularly crucial in the aftermath of the COVID-19 crisis, with additional risk factors that impacted employment, including a sharp increase in commodity and energy prices, high

inflation rates, tightening monetary policy, limited fiscal space, slow economic growth, and poorly designed climate change measures.

12. Despite the comprehensive report prepared for the discussion, the points for discussion had overlooked the role of the private sector as a principal source of job creation and the critical need for enabling business environments, as referred to in the body of the report. Full and productive employment could only be achieved where businesses flourished and where policies enabled entrepreneurship, innovation, productivity and inclusion. There was an urgent need to assess the effectiveness of responses to date and consideration of future options, which would allow for improved priorities for programming based on good and bad implementation of local and global policies. That was particularly important in the context of the new realities of work, which often demanded different and more nuanced action.
13. Despite significant overall progress, the recovery from the COVID-19 pandemic remained unequal. Unstable markets, rising global debt and interest rates, and an atmosphere of uncertainty around risks of stagflation could severely impede investments that could promote enterprise growth and employment. In that context, active labour market policies (ALMPs) could play an important role, as they helped displaced workers to find jobs more quickly and facilitated the matching of jobseekers with emerging job opportunities. While economic recovery had outperformed initial forecasts, that was mainly the result of bold and coordinated economic policy responses adopted at national level. It was important not only to assess the impact of those measures but also their sustainability in the medium and long term. The role that social partners played in tailoring those measures was also worth evaluating.
14. Informality continued to be a major threat to providing decent jobs and adequate social protection. High rates of informality undercut efforts to provide decent jobs and rendered social protection and other measures unsustainable. The pandemic had further confirmed the fragility of the informal sector and the need to redouble efforts in promoting formalization. The ILO had a key role to play in supporting Members and in leveraging social partners' contributions towards that aim. Moreover, there was room for leveraging diverse forms of employment, the platform economy and entrepreneurship, to foster job transitions in a context of decent work.
15. Regarding skills, employability and education, effective national labour market activation strategies were crucial. Recent experience pointed to skills mismatches in the labour market as one of the reasons for weak employment trends. Skills demanded by employers were unavailable because of education, and technical, vocational, educational and training (TVET) systems that were weak, outdated or unresponsive to labour market needs. Failure to diagnose and address such gaps could result in slow employment growth. Leveraging the role of private and public employment agencies and securing the coordination between them and with the social partners was important.
16. Digitalization and the use of new technologies were often seen as a disruptor, but they were also a key driver of long-term economic growth and had contributed much to the recovery, by offering new opportunities across the globe and holding promises for enhanced productivity growth and improved well-being of all. Digital technologies were enhancing livelihoods in a variety of ways and could create formal employment opportunities. The pandemic had changed ways of socializing and addressing health issues, and had given rise to diverse work arrangements which had helped many during the crisis. Digital technologies offered flexibility in working arrangements and could help overcome mobility constraints and combat restrictive gender norms. Unlocking the potential in the labour market required addressing constrained employment prospects for less represented groups, such as women, migrants or disabled

workers. For the digital economy to become an empowerment and development tool, it was also important to look at policies that helped to remove barriers to innovation and entrepreneurship, and to facilitate inclusive access to technology. At the same time, appropriate regulatory frameworks would have to address competition issues. Special attention would be needed to adapt regulatory frameworks and address challenges resulting from an increased convergence of networks and services in the digital economy. Drawing on innovation-friendly regulation was key to promoting new industries and structural transformation, and digitally intensive firms that could create more jobs.

17. International trade was often seen as a challenge, yet it had been instrumental in the development process of many countries by enabling integration into the global economy and raising standards of living. As a catalyst for economic growth and development, trade had contributed to reducing income inequality between countries, in particular closing per capita income gaps between advanced and developing countries. Encouraging trade and ensuring that the benefits brought by international trade became more inclusive and responsive to the SDGs was vital in the aftermath of the COVID-19 pandemic. Strengthening a rules-based trading system, removing barriers to trade, addressing global supply constraints, and promoting fair competition and transparency were needed to help global trade recover and enable more countries to have more productive employment and decent jobs.
18. Population ageing was already affecting economic and social systems in many countries. If governments were unable to adapt their employment, social and immigration policies, the ageing of societies would threaten the growth potential of many economies, have serious negative consequences for the supply of skilled workers, and weaken the stability of social security systems. Policy areas for action included: higher labour market participation of older workers, women, youth and disadvantaged groups; development of insurance-based private pension systems; and immigration of qualified labour. It was critical that those actions be implemented jointly. At the same time, other countries and regions faced opposite challenges. In Africa, more than one million young people were entering the labour market every month, putting fragile labour markets under intense pressure. Start-ups and young entrepreneurs had a key role to play in providing employment and creating opportunities for young people, and in creating jobs. In that context, it was essential to create an enabling environment for enterprises and entrepreneurship.
19. Climate change had already affected labour markets: According to the United Nations Framework Convention on Climate Change (UNFCCC), there were 1.47 billion jobs that depended on a stable climate. However, the real impact on jobs and employment depended also on regulations and policies. The labour impacts would also vary across sectors and regions as their labour and emissions intensity were different. Therefore, it was crucial to develop mitigation and adaptation policies in consultation with employers' organizations to minimize labour market disruptions and adapt them to national contexts. Employers' and workers' organizations would need stronger support from governments and the international community in developing capacity and targeted expertise on green policies. ILO support in that respect would remain key.
20. Social dialogue should also seek to reach a common understanding on the need to achieve enabling frameworks. Employment policies and regulation needed to be tested for real impact on decent job creation. Bad policy design could severely hamper the formation and expansion of enterprises. The right mix of policies could only be implemented via social dialogue.
21. In conclusion, the changing nature of work required new thinking to ensure enabling frameworks for decent job creation. Effective social dialogue and good governance were vital

in providing coherent policy responses which were adapted to current realities, rather than protecting workers from change. Preparing workers for change would help them benefit from work transitions and boost employability. Also, policy frameworks should foster businesses to create jobs and enable entrepreneurs to thrive.

22. The Worker Vice-Chairperson thanked the Office for the well-prepared report that demonstrated the ILO's competence and excellence in the field of employment, a field where the ILO held the primary mandate at the international level. The recurrent discussion came at a critical time. The devastating impacts of the COVID-19 pandemic on jobs and incomes were far from over. The *ILO Monitor on the world of work* (ninth edition) presented greatly worrying figures: there were 112 million fewer full-time jobs than before the crisis and the global labour market recovery had gone into reverse. Goal 8 on full and productive employment and decent work for all remained far from being achieved. The pandemic had not affected all workers equally and had exacerbated existing pre-pandemic inequalities. In particular, women, young people, and workers in informal, precarious and non-standard forms of work were disproportionately affected by job loss and losses in earnings, and were less likely to be covered by unemployment support and other forms of social protection. The pandemic had the potential to slow the fight against poverty and inequality globally for the next decade, and in some countries for up to 30 years.
23. The crisis had also revealed large-scale inequalities between countries in their capacity to safeguard jobs and incomes. Many rich countries had been able to put in place emergency measures to help safeguard jobs, such as wage subsidy schemes. They had also been capable of stepping up unemployment benefits and income support schemes in combination with fiscal stimulus. However, developing countries often lacked sufficient fiscal capacity to apply similar measures. The ILO had estimated that the fiscal stimulus gap for economic and labour market recovery amounted to US\$982 billion for low and lower-middle income countries. That gap was further compromising collective ambitions to reverse job loss from the crisis and meet the ambition of the UN Global Accelerator on Jobs and Social Protection for Just Transitions of creating 400 million new jobs.
24. Beyond the COVID-19 pandemic there were also longer-term structural challenges and inequalities in relation to employment that needed to be tackled urgently, such as climate change, technological change, demographic challenges, and the changing nature of globalization itself. Workers had shared their deep concern about the availability and the quality of employment. The objectives of full employment, freely chosen employment, and decent work based on standards should be the guiding focus of the discussion. Since the last crisis, there had been increasing employment insecurity and the growth of precarious and non-standard forms of work, including platform work, dependent self-employment, and variable working hour contracts. There was also the worrying challenge of employment contracts with excessive working hours.
25. Those trends, which some referred to as "the future of work", were by no means a "natural phenomenon". They had proliferated in the wake of inadequate regulation, and in some cases destructive deregulation, including the weakening of employment protection, the introduction of incentives for hiring workers under precarious contracts, and the decentralization of collective bargaining. The rise of in-work poverty and the long-term trends of low and stagnant wages were cause for considerable concern. Minimum wages remained largely inadequate to ensure workers and their families decent living standards and, according to the ILO, 266 million people globally were denied a minimum wage altogether. Moreover, wages were failing to keep up with productivity developments, and the labour income share of GDP continued to decline, with workers failing to capture a fair share of the value added of their work.

26. Increasing inflation and the surge in the prices of food and energy due to the war in Ukraine were further eroding the value of real wages and contributing to greater economic vulnerability. Low and stagnant wages were not only contributing to greater poverty and vulnerability, but were also depressing aggregate demand and threatening sustainable economic growth and development.
27. Economic desperation, fuelled by low wages and limited opportunities to access quality employment, was further contributing to widespread emigration in many countries.
28. Informality remained a persistent challenge, with 1.6 billion workers – over 60 per cent of the global labour force – in the informal economy, lacking basic rights and protections and working outside the rule of law. Globalization and the increased prevalence of global supply chains were facilitating social dumping and the outsourcing of companies' responsibilities based on low wages and labour costs. Insufficiently regulated trade, where labour standards were not considered, was further contributing to that downward competition.
29. Inequalities in the labour market – including increased wage inequalities, but also inequalities between groups – were also cause for serious concern. Despite progress in some countries over the last few decades, women remained significantly under-represented in the labour market, and over-represented in low paid, precarious and informal work. The underlying causes for those inequalities were numerous and interrelated: persisting discrimination, the unequal sharing of care responsibilities between women and men, lack of access to adequate and affordable public care services for children and other relatives, sectoral segregation, the undervaluing of so-called "female" jobs, and violence and harassment in the world of work. Such gender inequalities were often intersectional with race or ethnic background, migration status, indigenous status, age and other social categorizations, creating overlapping and compounded disadvantage. It was essential to tackle discrimination in all its forms, address sectoral segregation, invest in care, and address violence and harassment against women to ensure inclusive labour markets for all, with a strong intersectional lens.
30. The employment prospects of young people were an additional concern, with approximately one in five young people currently not in employment, education or training (NEET). Low quality employment for young people was another serious concern, with temporary and non-standard forms of work being the norm for young people. Moreover, in many countries, jobs, apprenticeships and internships for young people set wages at levels below the minimum wage, reducing the attractiveness of employment and further exacerbating young workers' economic vulnerabilities.
31. In addition to all of the previously mentioned challenges, there was the climate crisis. Global warming and the increase of extreme weather events were already impacting jobs and livelihoods. Major structural transformations were needed to reverse climate change and promote a transition to a low carbon economy – which would inevitably affect carbon-intensive and polluting industries. It was crucial for governments and social partners to work towards a just transition to ensure that no one was left behind.
32. Technological change, including digitalization and automation, was further transforming labour markets. While it had the potential to create new employment opportunities, automation could put other jobs at risk. Moreover, it was crucial to ensure that digital jobs were decent jobs. New technologies offered possibilities for providing workers with increased flexibility, including through telework. That had also helped many workers continue to be able to work during workplace closures during the pandemic. While telework could offer many advantages, including supporting workers' greater work-life balance, it could also pose operational challenges and could create significant stresses unless workers had a right to

disconnect. Technological change needed to be accompanied by updated labour market regulations and guarantees that workers, in all their diversity, were protected and supported.

33. Barriers to the access of quality education and skills training should be addressed, which were jeopardizing workers' abilities to respond and adapt to technological change and other structural changes under way in the labour market.
34. Coverage gaps for social protection should be closed and social protection systems should provide adequate support, even in view of sustainability challenges related to demographic ageing. Sustainability would not need to be at the expense of adequacy or coverage. Governments could create fiscal space and raise revenue in a fair manner, through strengthening progressive forms of taxation, tackling tax evasion, and ensuring employers paid their fair share of social security contributions.
35. Deregulation and labour market flexibilization could never be considered part of an employment creation agenda. Such measures did not actually work but had contributed to greater vulnerability and rising inequalities. There was a need to implement the comprehensive policy mix that had been negotiated in 2014. In particular, there was a need for greater consideration of macroeconomic and industry policy that was supportive of full, productive employment and a just transition to green and digital industries. Low and stagnant wages and rising wage inequalities must be addressed through minimum living wages and collective bargaining, and employment policy frameworks should be inclusive so that no one was left behind.
36. The Government representative of Gabon, speaking on behalf of the Africa group, recalled the importance of the recurrent cycle of discussions on the strategic objective of employment, particularly in the light of the devastating effects of the COVID-19 crisis on the labour market, young people, women, and people with disabilities, especially the problems related to the transition to formality, weak productivity, inequality and discrimination at work, gender sensitivity, the mechanisms for policy coordination and lifelong learning. The inequalities and financial difficulties for economically vulnerable households were highlighted, which resulted, among other factors, from the closure of SMEs. Taking large-scale measures aligned with the Global Call to Action was urgent, including major budgetary allocations to public employment services to improve the job prospects of women and young people.
37. The group was committed to pursuing inclusive growth and sustainable development strategies in favour of the creation of decent jobs and opportunities for all as rooted in the objectives of the African Union's Agenda 2063, which placed women and youth at the heart of the continent's development, as reaffirmed by the Abidjan Declaration.
38. The role of national employment policies was emphasized as proven strategic tools to achieve employment objectives, also in response to crisis or conflict situations. The Office was encouraged to continue providing support to countries in drafting and adopting national employment policies, as well as in realizing operational action plans resulting from those policies. Such actions should be based on inclusive social dialogue and consider current challenges, such as climate change and digital technological and demographic transformations, with policies in favour of women, young people and disabled persons.
39. The Government representative of France, speaking on behalf of the European Union (EU) and its Member States, indicated that Türkiye, North Macedonia, Albania, Norway and Georgia aligned themselves with his statement. Referring to the first point for discussion, he noted that to strengthen the capacity of all people to take advantage of the opportunities offered by a changing world of work, effective measures would need to be taken to help people through

transitions in their working lives. They included those changes arising from the green transition, digitalization and new working patterns, and the challenges posed by an aging population, with varying effects on rural and urban areas. Access to lifelong learning and adequate social security at every stage of life were factors contributing to inclusive structural transformation. Training and the creation of job opportunities in rural areas were important to address regional employment imbalances. When searching for solutions to demographic challenges, attention should be paid to effective family-friendly policies, which would have an impact on birth rates and were an important means of improving equality and equal opportunities between men and women in working life.

40. The link between trade, environment and labour markets was complex. Global tensions were emerging over new technologies, the need to reorganize global supply chains, and an important issue which should not be overlooked, namely occupational health and safety. Adequate levels of investment were also necessary to address skills shortages, mismatches and inequalities. Decent work deficits in global supply chains should also be addressed, as well as the growing practices of child and forced labour in many sectors of the economy. He urged for a strong commitment to the implementation of the recently adopted Durban Call to Action on the Elimination of Child Labour.
41. A call was made for employment policies which were gender sensitive and focused on disadvantaged groups, such as women, young people (including those not in employment, education or training), older people, people with disabilities, refugees, migrants of working age and ethnic minorities. Policies should also be rethought to better include informal workers in labour markets and foster their transition to the formal economy. A set of action-oriented conclusions should guide and encourage the ILO in its efforts to respond to the crisis and foster inclusive and sustainable development, with a new generation of comprehensive employment policies. He recalled the importance of international labour standards, their ratification and effective implementation.
42. The Government representative of Barbados, speaking on behalf of the Caribbean Community (CARICOM), acknowledged that with the advent of technology the world of work was no longer confined to a specific jurisdiction or physical space but existed wherever someone could connect to the virtual world. That change was compounded by inherent vulnerabilities in many countries, particularly in the developing world, which was characterized by high levels of debt, concomitant limited foreign and local investments, the impacts of the ongoing COVID-19 crisis and the nexus between climate change and the world of work. In that context, CARICOM considered that the ILO must be the lead global institution to create a visionary and bold strategic direction in employment, given its unique tripartite structure and its role in the multilateral system within the United Nations.
43. A call was made for greater and strategic collaboration with the multilateral system, beyond traditional ILO partners, including with the International Telecommunication Union (ITU), to address many structural deficits, including a lack of technological infrastructure, for nations to increase the competitiveness of their labour force and invest in digital skills. Climate change was seen to be the greatest challenge of the next two decades. The ILO was encouraged to work with the United Nations Environment Programme (UNEP) and the United Nations Office for Disaster Risk Reduction (UNDRR), within the United Nations Framework Convention on Climate Change (UNFCCC), and towards a climate resilient global labour force. The World Trade Organization (WTO) and the International Trade Centre (ITC) were also mentioned as possible key partners of the ILO, to prevent job displacement and ensure that employment in the trade sector would be accessible to all. Collaboration with educational institutions was also underlined as fundamental to prepare citizens for the future, and young people in particular.

The ILO was and should be the anchor, driven by its tripartite constituents and working with the international community, if existing challenges were to be turned into opportunities.

44. The Government representative of Sweden, speaking on behalf of the Government representatives of the Nordic group (Denmark, Finland, Iceland, Norway, Sweden), aligned herself with the statement of the EU and its Member States. She thanked the Office for its comprehensive report on inclusive and sustainable employment policies adapted to changing circumstances and affirmed the importance of social dialogue in pursuit of sustainable economic development that balanced the interests of both employers and workers. The pandemic had demonstrated that the participation of social partners was key for recovery from the crisis as well as for the creation of sustainable and inclusive policies for the future of work with high levels of acceptance, including for women and other vulnerable categories of workers. Employment policies should be grounded in social dialogue and supported by strong institutions. The main goal of social dialogue was to build consensus and promote the democratic involvement of actors in the world of work.
45. With reference to the negative effects of the Russian Federation's aggression against Ukraine and its repercussions for inclusive and sustainable employment, in addition to the rising humanitarian toll and the massive destruction of infrastructure, the conflict also posed serious global consequences. The triple food, energy and financial crisis had reversed progress towards the SDGs, limiting prospects for decent livelihoods and decent work globally. The continuing aggression against Ukraine by the Government of the Russian Federation was grossly incompatible with the aims and purposes of the Organization and the principles governing ILO membership.
46. The Government representative of the Bolivarian Republic of Venezuela said that despite unilateral coercive measures faced by his country and their implications for human rights, employment and social security, progress had been made towards a more diversified, sustainable and inclusive Venezuelan economy. In particular, he welcomed new developments in digital technology and described national policies to promote entrepreneurship as part of its response to the COVID-19 crisis and recovery efforts. Several national initiatives within the context of the Bolivarian Economic Agenda had been designed and implemented to expand the service economy and increase the participation of young people, women, low-skilled workers, informal workers and persons with disabilities, through financial inclusion and facilitated access to business capital. The Youth Grand Chamba Mission had been established to guarantee, promote and consolidate national productive systems. Financial policies had been oriented to the increase of productive assets and services in a sustainable manner and the creation of job opportunities for the recovery, especially targeting the most vulnerable. He described the continued significant growth of the Venezuelan economy, which was underpinned by employment as a fundamental axis.
47. The Government representative of Belgium thanked the ILO for its report to foster debate within the Committee. He noted the importance of focusing on workers at risk in the labour market, including less-skilled workers, women, young people, migrants and informal workers, as well as the need to adapt in the face of the negative consequences of the crisis and establish social protection systems for all. The adoption of appropriate macroeconomic and financial measures, aligned with employment policies designed to protect workers, would be necessary to strengthen economies and labour markets in the wake of the crisis. He stressed the need to continue investments in training, employment services and the development of skills, including in the context of climate change and digitalization, and noted that whereas some jobs would disappear, others would emerge.

48. The Government representative of the United States of America said that current and past historical transitions had common impacts on workers and societies. While some groups of workers faced shrinking or disappearing job opportunities, in other sectors transitions would expand labour market opportunities. National employment policies and private enterprises should ensure accessible, viable and inclusive training and educational opportunities in sectors with high employment demand. Coordination between housing and employment policies would be beneficial. Skilling, training, and educational opportunities should prioritize the participation of disadvantaged groups from different backgrounds, as the United States administration had done in recent years, as well as of dislocated and low-skilled workers. Social safety nets must adapt to emerging forms of work. Trade unions and workers' groups must participate actively in planning and shaping national employment policies. Affordable care options would keep some people out of the labour force and prevent others from working full-time, disproportionately affecting the labour participation of women.
49. The Government representative of Japan said that the Japanese economy and labour market had been recovering gradually from the most significant economic downturn in 70 years, caused by the COVID-19 pandemic. Her Government had implemented a series of measures to incentivize retention of workers during the pandemic and thereby avoid a surge in unemployment. The Japanese Government was implementing a policy package focusing on investment in human capital, such as career development for non-regular workers, promotion of lifelong vocational skills development, and support for smooth labour transition to growing sectors, including in the green and digital economies. The pandemic had changed the world of work through, among other things, the rapid shift to remote work and the acceleration of digitalization. In Japan, demographic change, owing to the declining birth rate and aging population, was also affecting employment rates. Efforts were therefore being made to promote labour participation, especially for women and the elderly. Sustainable economic growth must be secured by developing human resources in growing sectors, such as the green economy, which contributed to digital transformation and climate change mitigation. The Japanese Government would strengthen distribution functions for workers and those not benefiting from economic growth, facilitate reskilling and labour transitions, and take measures to counter the declining birth rate.
50. The Government representative of the United Kingdom of Great Britain and Northern Ireland said that, in recovering from the COVID-19 pandemic, the future of work must be fairer and greener, and enable everyone to fulfil their potential and gain the skills, training, and experience needed to access decent and sustainable jobs. The rise in global inflation had been exacerbated by the Russian Federation's aggression towards Ukraine. His Government was making efforts to support those arriving from Ukraine, through support for labour market integration and social protection. The key to sustainable prosperity was more, better, and greener jobs, higher skills, and greater investment, with decent work to enable people to build their pay, prospects, and prosperity. A comprehensive national employment plan had successfully kept people connected to the labour market and helped to deliver the lowest unemployment rate since 1974. Moving from a carbon-based to a green economy was a necessity, but must be achieved equitably. The new opportunities of green industries should be harnessed to redress global and regional inequalities, and offer work as the remedy to broader social challenges. The Government was maximizing opportunities from the green transition, and had created 56,000 clean industry jobs. The global economy must be made stronger, greener, and more inclusive.
51. The Government representative of Türkiye noted that the world of work had undergone a significant transformation, with existing labour market challenges exacerbated by the COVID-

19 pandemic. Containment measures had devastated labour markets. Inadequate social protection had exacerbated inequalities and pushed millions of people into poverty. Women had been affected disproportionately, in particular since they worked in sectors affected particularly by the pandemic, as well as owing to an unequal burden of care and inequitable access to social protection. Workers and enterprises in the informal economy had also been particularly vulnerable, since they were not covered by government aid programmes. Young people had also faced multiple challenges, owing to school closures and being employed in hard-hit sectors, such as tourism and hospitality. Structural, long-term challenges were reshaping the world of work; the green transition would lead to job gains and losses. Technological changes also had impacts. Digital labour platforms had become widely used during the pandemic, allowing continuity of business and thereby absorbing shock on the one hand, while resulting in a lack of social protection and increasing occupational safety and health risks on the other. Demographic shifts also required changes to social protection systems to ensure security and decrease poverty.

52. The Government representative of China said that her Government had taken measures to protect employers; if the interests of enterprises were secured, jobs were secured. Micro, small and medium-sized enterprises (MSMEs) had been exempt from employment- and work-related injury insurances, and for large enterprises the payments of those insurances had been halved. Unemployment insurance payouts had been returned to enterprises in difficulty. Support for entrepreneurship had been increased through guaranteed loans. Training had been provided for college students and migrant workers, to prepare them for the labour market. Training subsidies had been given to enterprises to provide pre-job training for new employees. Subsidies had also been provided to retain employees and improve their skills. Measures were being taken to match enterprises with workers, increase online recruitment, publish information for workers, and provide labour market guidance. Workers in long-term unemployment were given extra benefits and personal employment support.
53. The Government representative of Senegal said that 70 per cent of Senegal's population was under 35 years of age; hundreds of thousands of new jobseekers joined the labour market each year. The main causes of youth unemployment were linked to demand, labour market instability and complexity, mismatches between training and labour market needs, and the size of the young labour force. The COVID-19 pandemic had exacerbated inequalities and poverty. Her Government had made efforts to secure jobs and create new ones, and provide innovative solutions. One such measure had been to invalidate any dismissal other than that motivated by gross negligence on the part of the worker. A strategy was being formulated to boost private sector participation in social and economic development. Measures were also being taken to promote entrepreneurship for women and young people, and to boost youth employment rates. To address inequality, her Government had adopted a national emergency plan with the aim of creating some 500,000 labour-intensive jobs for youth, offering decent jobs through community works, supporting private sector development, and putting in place reforms. While her Government's policies to reduce unemployment were innovative and ambitious, much still remained to be done to promote inclusive and sustainable development. The recurrent discussion should focus on the policies required to move towards social justice, reduce inequality and poverty, and secure jobs.
54. The Government representative of Panama said that significant progress had been made in employment promotion in Panama, through a range of measures, including a commitment to hire community labour for public infrastructure projects, with bidding initiatives that included labour-intensive clauses. Innovative formal income generation and social protection for vulnerable jobseekers, and measures to promote employment for persons with disabilities had

been promoted. A project was in place to promote work experience schemes for young people. Incentives were being offered to enterprises to reintegrate those who had lost their jobs as a result of the COVID-19 pandemic back into the labour market. Short-term projects were being implemented with a direct impact on employability, such as boosting English language skills, community-based employment programmes supporting local tourism, and a fast-track to obtaining a seafarer's licence. To implement those programmes a public employment policy had been created which focused on women and youth in conditions of socioeconomic vulnerability. While much remained to be done, the Government was committed to ensuring employment opportunities, in particular for the most vulnerable.

- 55.** The Government representative of Canada said that the Canadian labour market continued to be affected by the COVID-19 pandemic, and shaped by trends including population aging, globalization, increased skills requirements and industrial change. While her Government's comprehensive employment policies were paving the way to recovery – including active labour market policies, public employment programmes, federal minimum wage, targeted employment policies for disadvantaged groups and sectors skills and lifelong learning, and employment-centred macroeconomic policies, particularly those ensuring business continuity and protection of jobs. Challenges persisted, including barriers to youth participation in employment, and skills mismatches between the workforce and jobs available. Measures were being taken to eliminate labour market discrimination and strengthen tripartite processes. Moving forward, emphasis should be placed on a just transition that focused on investments in workforce development, priority sectors, inclusion and training for workers to upgrade or gain new skills. Targeted employment policies were required to close the gender pay gap and eliminate discrimination, in particular multiple and intersectional discrimination. Education and skills development should be enhanced to prepare graduates for the labour market and redress skills mismatches and underutilization. Gig and platform workers must be protected. Decent work deficits, in particular forced and child labour in global supply chains, must be eliminated. Social dialogue and tripartite consultation were essential and practical guidance for tripartite constituents to develop employment policies for a sustainable, inclusive and resilient recovery would be welcome.
- 56.** The Government representative of Colombia said that 5 million workers in Colombia had lost their jobs as a result of the restrictions imposed to contain the COVID-19 pandemic, in response to which, her Government had implemented an employment protection system through fiscal measures to support employers and secure jobs. Steps had been taken to boost employment of women and young people. Job creation for people with disabilities had also been promoted. A national training and qualification system had been developed, and an employment data collection programme had been implemented to ensure evidence-informed public policymaking. A tripartite committee for training had been set up, and efforts were being made to identify the human resources and qualifications gaps and provide the requisite occupational training to boost the workforce as required. The Government was committed to further efforts to boost job creation and training.
- 57.** The Government representative of Argentina said that her Government sought to promote employment policies that were based on social dialogue, backed by empirical and up-to-date labour market data, and consistent with international labour standards. Labour market demand should be strengthened by macroeconomic policies to generate decent work and an inclusive and just transition, taking account of gender gaps and eliminating discrimination against vulnerable groups. The potential of new technologies to generate quality employment, in particular green jobs, must be taken into account. Employment policies must be backed by adequate financial resources. Her Government's new employment agenda took account of

labour market challenges and paid particular attention to vulnerable and disadvantaged groups, including low-skilled informal workers. Employment support measures had been taken during the COVID-19 pandemic to boost employment and training, increase income security, eliminate disadvantages and tackle the challenges linked to climate change, green jobs and the impacts of new technologies and the future of work, trade and globalization.

- 58.** The Government representative of Switzerland said that the labour market must be adaptable to changes in the world of work. High quality job creation should be promoted through a trade environment favourable to growth, in the most productive industries. Workers must be protected against labour market risks. Switzerland had an apprenticeship system that linked industry and education, as the foundation of the employment market. Getting those who had lost their jobs back into the labour market was a priority. Social dialogue had proven essential in recovering from the employment impacts of the COVID-19 pandemic. The Swiss Government prioritized policies and measures to promote inclusive growth and sustainable development as a means of coping with structural change.
- 59.** The Government representative of Indonesia said that the world of work had been severely affected by the COVID-19 pandemic, while at the same time, digitalization and automation of processes had brought about new challenges to the future of employment. Comprehensive employment policy frameworks translated through national employment policies were therefore needed more than ever. Concrete and tangible action must be taken to respond to those challenges and strengthen collaboration among stakeholders. A human-centred, inclusive, sustainable and resilient approach was needed, not only to recover from crisis, but also to support a transition to a carbon-neutral economy. The ILO should support the United Nations development system to implement unified and coherent programmes to accelerate implementation of the 2030 Agenda, with Member States; strengthen capacity-building and national implementation of Decent Work Country Programmes; and boost partnerships with other international and regional organizations and actors.
- 60.** The Government representative of Morocco said that the COVID-19 pandemic had led to the loss of 420,000 jobs, an increase in precarious work and a disproportionate impact on SMEs. The Moroccan Government had taken measures to support those who had lost their jobs and had adopted a five-year plan for socioeconomic development, based on inclusivity and solidarity, which provided for employment generation measures and social support for families on low incomes. The current discussion afforded an opportunity to foster policymaking to promote social dialogue, green jobs, the strengthening of public services for employment, the promotion of employment for young people and women, the transition from the informal to the formal economy, and the strengthening of human capital.
- 61.** The Government representative of Zimbabwe said that his Government prioritized employment and job creation, and had adopted a five-year strategy for national development, with a focus on employment. Efforts to create jobs had been impeded by the COVID-19 pandemic, which had diminished production, increased informality and heightened decent work deficits. Measures were therefore needed to rectify the situation. Efforts were being made to align employment policies on demographic issues against technological developments. A specific department that coordinated employment had been created. A labour market diagnostic analysis had been conducted to identify areas and sectors with potential for employment growth, and to inform policies on creation of jobs and facilitating access to formal employment, in particular for vulnerable groups. A formalization strategy was being developed to boost the transition from the informal to the formal economy; stakeholder consultations were being held, with the support of the Office. Zimbabwe's national

employment policy was under review to reflect recent labour market changes. A national labour migration policy had been adopted, to promote safe labour migration.

62. The Government representative of Kenya said that, given the challenges related to employment creation, the Office should scale up its technical support to Member States, through capacity-building and financial support. On the transition from the informal to the formal economy, the Office could facilitate sharing of experiences and lessons learned between its constituents. In line with the ILO Constitution and the Centenary Declaration national employment policies must be comprehensive, fair, inclusive and translate into opportunities for all workers.
63. The Government representative of India stated the COVID-19 pandemic had adversely impacted the labour market, with many traditional occupations on the brink of closure. He noted that it was important to have policies to address such crisis situations. Unemployment in India had increased significantly. The Government had taken a range of policy initiatives, including business stimulus packages and special schemes to incentivize employers to create new employment by reducing their financial burden and encouraging them to boost employment. Production-linked incentive schemes had also been launched to create 6 million new jobs. As a result, labour market indicators had almost returned to pre-pandemic levels. Challenges had, however, been accompanied by opportunities, such as increased automation, which must be monitored and properly managed. Significant demand for new skills sets needed to be met through education and training. Labour market challenges were vast and complex and required multidimensional and multisectoral responses.
64. The representative of Make Mothers Matter said that the main barrier to women's employment remained their disproportionate share of unpaid domestic and care work, the economic injustice of which had been exacerbated by the COVID-19 pandemic. Recovery was an opportunity to redress the balance within families and across society. A human-centred approach to employment must take that into account and recognize that unpaid care work was a collective responsibility, the costs of which must be redistributed more equally across society. Governments must provide affordable and accessible basic public infrastructure and services, affordable care and education services, and must ensure adequate social protection for unpaid caregivers. Employers must embrace a more holistic approach to work, whereby paid and unpaid care work were intertwined and company-wide family-friendly policies were in place to support workers with care-giving responsibilities.
65. The Employer Vice-Chairperson said that the COVID-19 pandemic had exacerbated long-standing issues. Enterprises were dealing with the compounding effects of health, economic and geopolitical tensions and armed conflicts, the economic and social consequences of which were being felt worldwide, leading to prolonged periods of slow growth and high inflation. Those challenges, coupled with demographic shifts, were resulting in disruption to supply chains and negatively impacting investment and development. Joint efforts were needed to boost resilient enterprise development to drive economic growth and job creation. Policy measures and regulatory frameworks were not always fit for purpose. MSMEs created the bulk of employment and must therefore be supported and their resilience strengthened. The global slowdown in labour productivity must be addressed to raise wages and standards of living. Minimum-wage setting must take account of economic factors, in line with the Minimum Wage Fixing Convention, 1970 (No. 131).
66. As technology evolved, some tasks would change and workers would need to embrace lifelong learning to acquire core competences and soft skills to meet market needs. The narrative that automation constituted a threat to employment was misleading. Technology had a positive

effect on productivity, growth and income, which must not be overlooked; it led to higher aggregate demand and created jobs. Regulation, if properly designed, could facilitate the establishment of new businesses and the growth of existing ones, thereby creating jobs. Policies must be nuanced; there was no one-size-fits-all. The long recovery from past crises need not be repeated. Flexible working arrangements should be embraced as an effective means of job creation, rather than seen as an obstacle to decent work. Enabling environments for job creation were essential. A rights-based approach could only be effective if accompanied by decent work, job creation, productive employment and the transition to a green economy. Times of uncertainty required a concerted, comprehensive and coordinate effort to seek appropriate policy responses, with social dialogue at its heart.

67. The Worker Vice-Chairperson acknowledged the specific actions of governments to boost job retention and job creation, and said that social dialogue was crucial to labour market recovery from the COVID-19 pandemic. His group shared many of the concerns expressed by governments, including on the rise of nonstandard work and persistent informality, and their disproportionate effects on women, migrants, young people and persons with disabilities, as well as the crippling effects of unsustainable debt, the importance of transitioning to a green economy, the need for affordable training and skills development, and on child labour. While digitalization had some virtues, the reality was that a significant proportion of work for digital companies and platforms was not formal and not decent. Those regulatory gaps must be bridged. His group shared the views expressed regarding the importance of the just transition to low carbon economies and the need to adapt labour markets policies and systems to the changing world of work.
68. The Workers' group did not agree, however, on the views expressed with regard to demographic aging. In many countries, the share of older workers compared with the working age population was putting pressure on pension systems, healthcare and social systems. Under the guise of supporting pension sustainability, some governments had raised the retirement age, linking it to life expectancy and cutting back public pension schemes. Such an approach was reinforcing inequalities and compromising the rights of older people to an adequate standard of living in retirement. Conversely, women, young people and migrants were often excluded from decent work and formal employment. Their potential should be harnessed in the labour market if demographic challenges were to be addressed. Convention No. 131 was of critical importance for minimum wage setting and it should be read in conjunction with the Declaration of Philadelphia, which provided that workers must be paid a living wage to meet their cost of living and that of their families.

Point for discussion 2

69. The Worker Vice-Chairperson said that policy mechanisms aligning to the 2014 Conclusions concerning the second recurrent discussion on employment still seemed to be lacking in most countries. A more detailed assessment by the Office of the application of those conclusions would be welcome. Stock should be taken of measures taken by governments, under misguided strategies on job creation, often at the instigation of international financial institutions, which led to deregulation and the weakening of employment protection, collective bargaining and social protection, lowered productivity, increased inequalities, and heightened financial insecurity. Too few countries implemented employment-centric macroeconomic policies, and growth strategies were too often focused on attracting foreign direct investment. Such policies did not promote positive structural transformation or high-quality employment, but rather promoted downward competition. Too few governments considered employment policy when concluding trade agreements. Decent work considerations must be systematically

integrated into such agreements. International rules to ensure decent work in global supply chains must be strengthened. Binding international rules governing responsible business conduct were lacking. While some governments had instituted mandatory due diligence, more coordinated action was needed at the international level. Cross-border social dialogue and collective bargaining must be fostered.

- 70.** To meet Goal 8, governments must be proactive in creating new, decent jobs and managing structural transformation, including climate change and the transition to a low-carbon economy, in line with the Global Call to Action, which emphasized the need for strengthened investments in sectors with strong potential to expand decent work opportunities, including in the green economy, the care economy and infrastructure. The public sector had an important role in creating decent jobs through the expansion of employment and the development of public work schemes. A just transition would also entail stepping up access to social protection and taking an integrated approach to jobs and social protection as in the Global Accelerator on Jobs and Social Protection for Just Transitions. Linking social protection to employment services should not, however, require jobseekers to work against their will. Such an approach constituted a worrying new form of forced labour. Investment in quality public education, training and lifelong learning was crucial to enable all workers to take advantage of large-scale labour market transformations.
- 71.** To address non-standard forms of work and increasing employment insecurity, decent work must be strengthened for all, including fundamental principles and rights at work, minimum wages, occupational safety and health, and maximum limits to working hours. Employers must take responsibility for their employment relationship with their workers, and businesses must pay their fair share of social security contributions and taxes. Welcome measures had been taken by some governments to tackle employment misclassification, through legal regulation of employment relationships with burden of proof on employers. Discrimination in the labour market must be addressed, and equal opportunities promoted, through legislation and enforcement. Comprehensive measures must be taken to guarantee gender equality in employment opportunities and pay. The Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), the adoption of which had been a major international milestone, must be implemented in full. Supporting the quality of employment also required ensuring an adequate minimum age, for all workers without discrimination, guided by the cost of living, and negotiated through social dialogue. Increasing the minimum wage could boost employment and strengthen aggregate demand, as well as contribute to reducing informality. Social dialogue and collective bargaining were essential to safeguard quality employment during crisis, improving wages and working conditions, and reducing inequalities. Deregulation and weakening of workers' rights could not be justifiably included in any employment policy. A new generation of employment policies was needed urgently to achieve full and productive employment and decent employment for all in a job-rich and inclusive recovery.
- 72.** The Employer Vice-Chairperson affirmed that there was no one-size-fits-all solution to the challenges of attaining sustained, inclusive, and sustainable economic growth, and full and productive employment. Nevertheless, there were some commonalities between successful policies; the most successful generally being those reached through social dialogue. Long-term policy sustainability was key: many policies implemented during the COVID-19 pandemic could become unsustainable without coherent, integrated policy frameworks. The quality of the business environment was a key determinant of enterprise performance. Inadequate regulation and anticompetitive practices hindered productivity, investment returns, and the economic viability of enterprises, thus hampering job creation. Comprehensive and coherent

policy frameworks were needed to overcome structural barriers to sustainable enterprise creation and private investment, generate productive employment and decent jobs, and boost the transition from the informal to the formal economy. A job-rich recovery must be driven not only by shifting to higher-productivity sectors, but also by increasing productivity within sectors. Structural change, in-sector productivity growth and diversification were essential to boost economic growth and decent job creation.

- 73.** Increasing the economy's capacity to create productive employment and promote socioeconomic development required structural transformation. Policy challenges for many developing countries included increasing agricultural productivity while supporting structural change and diversification. Many governments had taken strong and effective measures during the pandemic to safeguard jobs and incomes by expanding social protection systems and instituting temporary wage subsidies in hard-hit sectors. Further measures were needed for the medium and long terms. Recovery measures had also created extraordinary growth in social protection. The long-term sustainability of such initiatives must be ensured, which was challenging, given that many developing countries had already exhausted their fiscal space. Sustainable social protection systems must be developed, in coordination with sustainable employment measures and policies. The slow pace of transitioning to formality was impeding the attainment of full and productive employment and decent work.
- 74.** Policy measures acknowledging the importance of a business-enabling environment in the transition to formality were effective, as were those with a strong focus on local context. While some informal arrangements had provided immediate relief during the COVID-19 crisis, their effectiveness in the medium and long term was questionable. Effective decent work transition policies entailed a strong focus on employability and skills matching. New multi-stakeholder engagements, including public-private partnerships, had been effective in delivering solutions, including active labour market policies, which had supported those who would otherwise have had difficulty accessing the labour market and acquiring meaningful jobs.
- 75.** Education was essential to allow people to access employment, yet education systems in many countries had struggled to keep up with the pace of change, resulting in widening skills gaps. Integrated employment and education policies were key to rapid labour market integration. Vocational training systems with the participation of industry had proven effective in redressing skills mismatches and reducing frictional and technological unemployment. Effective employment services needed to be well connected to educational institutions to anticipate training and retraining needs. Well-developed national labour market observatories and labour market information systems were essential.
- 76.** Special attention should be given to policy areas for creating enabling environments for SMEs in the digital age, since SMEs represented a significant proportion of businesses and created more than 50 per cent of global employment. Supporting SME development and productivity growth was key for employment recovery in the aftermath of the pandemic. The ILO had made positive and impactful contributions to strengthening social dialogue, in particular through its assistance in the establishment of national platforms of social dialogue. While the four strategic objectives of employment, social protection, social dialogue, and fundamental principles and rights at work were inseparable, interrelated and mutually supportive, more work was required to mainstream the strategic objective of employment across the work of the ILO in the other strategic sectors. The core aims of the ILO and the strategic objectives could be promoted without detracting from job creation. All efforts to promote standards, social protection, and social dialogue must support employment growth.

- 77.** The Government representative of France, speaking on behalf of the EU and its Member States, said that employment policies guided by the Employment Policy Convention, 1964 (No. 122), should be developed through an inclusive, non-discriminatory, and sustainable participatory process. In implementing the conclusions of the second recurrent discussion on the strategic objective of employment, the ILO provided support to Member States for developing and implementing comprehensive employment frameworks, finding the right policy sequencing and mix to support vulnerable workers and businesses. Steps must be taken to remove structural barriers, shape economic growth, reduce poverty and inequality, and prepare for the future of work. In response to the pandemic and in addition to national programmes, the EU had set up a recovery package that would also be used to finance active labour market and employment policies.
- 78.** Macroeconomic, sectoral and enterprise policies were crucial. Sectoral policies could help boost productivity and achieve full employment by facilitating inclusive structural transformation towards more productive sectors, including the green economy, while ensuring quality of employment. Such policies should focus on SMEs, which were a major source of job creation. Moreover, employment policies required a specific and targeted analysis of training needs and skill gaps. Skills recognition must be enhanced and the link between labour market needs and education and training strengthened to better match supply and demands in the world of work. The ILO International Training Centre played a key role in that regard.
- 79.** Investment in employment and social protection would contribute to an inclusive structural transformation, which also supported the transition to the formal economy and the creation of decent jobs in key sectors of the economy. Providing jobs that paid adequate wages was key to adequate working and living conditions, building fair and resilient economies, and supporting inclusive growth and gender equality. When set at adequate levels, minimum wages could ensure a decent living for workers, help sustain domestic demand, strengthen incentives to work, and reduce in-work poverty. Collective bargaining ensured inclusive and fair labour markets and was generally associated with lower wage inequality. Collaboration between different stakeholders was essential and should be strengthened through social dialogue.
- 80.** The Government representative of Barbados, speaking on behalf of CARICOM, said that there was a clear need for a comprehensive policy mix across countries to create decent work, sustainable growth and a highly skilled labour force at the local, national and regional levels. Policies must be labour-focused and must have development at their core. In that regard, the Bridgetown Covenant, adopted at the 15th session of the United Nations Conference on Trade and Development quadrennial ministerial conference, requested a streamlined inter-governmental and wider non-government stakeholder approach. The GDP per capita model, used traditionally to measure a country's economy health while determining the individual prosperity of its citizens, failed to take account of the inequalities and vulnerabilities faced by developing countries. It should therefore be complemented by a vulnerability index to facilitate access to concessional financing, which was a key enabler of economic growth. The 2030 Agenda for Sustainable Development must be at the heart of all aspects of employment policies to enhance job creation, facilitate growth and instil stability and certainty in the labour markets.
- 81.** The Government representative of the United States said that, to mitigate the labour market effects of an ageing society, his Government had modernized job search services, counselling and retirement policies had been modernized to incentivise older workers to remained attached to the labour market. Identifying the skills that would be most in demand in the future

had been key to preparing workers for the changing world of work. Strengthening the voice of workers was a priority and informed the design of employment policies. Measures were being taken to support vulnerable groups, including by specifically naming them in employment policies to ensure that they were systematically included as beneficiaries.

- 82.** A Government representative of the United Kingdom said that his Government's response to the pandemic had focused on providing support for jobs, public services, and businesses. Measures had been taken to connect as many people as possible to the labour market, thereby limiting unemployment, and the Government's Plan for Jobs had included several initiatives aimed specifically at helping disadvantaged groups into work. Unemployment in the United Kingdom was currently at its lowest in 48 years. The United Kingdom's net-zero strategy had been devised in consultation with the social partners to support progress towards green jobs. Further investment measures had also been taken to offer skills learning opportunities to youth and adults towards a transition to green economies. He mentioned the Ten-Point Plan which would support up to 250,00 green jobs by 2030. Tackling poverty was a key priority, which could only be achieved through the creation of decent work.
- 83.** A Government representative of Morocco said that employment policies had supported labour market growth. With ILO's support, his Government was undertaking a study to develop a new employment policy encompassing social protection, sustainable development and job opportunities for women. A human-centred approach was fundamental to support employment and should be central to COVID-19 recovery measures. In Morocco, public investment had been key to boosting and retaining employment. In addition to investments in human capital and skills, policies had been put in place to support ongoing changes in the labour market, including the introduction of new forms of work, such as teleworking, provided such jobs were freely chosen. Joint learning and sharing of experiences was fundamental.
- 84.** The Government representative of Canada said that her Government's employment policy frameworks had played a significant role in efforts to attain Goal 8 and inclusive structural transformation. Legislation was essential to ensure equal pay for work of equal value and equality of opportunity in employment for all. Her Government supported protection for paid and unpaid care workers and committed to help redress the burden of unpaid care work shouldered by women and girls. The Canada Recovery Caregiving Benefit had channelled additional funding for care workers during the pandemic. In consultation with the public, legislation on a just transition had been enacted to support workers and communities. Public spending in 2022 had centred on workers at the heart of efforts to build a strong economy. Legislation on addressing decent work in global supply chains was in the pipeline, efforts were being made to put in place protection for gig and platform workers, and progress was being made, together with provincial and territorial governments, towards the ratification Violence and Harassment Convention, 2019 (No. 190). The Canadian Government recognized that promoting compliance with fundamental labour rights supported equitable and inclusive growth, and that trade and labour were mutually supportive, as reflected in the dedicated labour chapter included in all of Canada's free trade agreements, which not only helped to ensure that trade and investment were not at the expense of workers' protection, but also contributed to more stable and productive labour relations.
- 85.** The Worker Vice-Chairperson said that there had been many points of mutual agreement: on the urgency to create new jobs, on the need for proactive industry policy and public investment, including in climate-friendly industries, and on ensuring a just transition. Social dialogue and collective bargaining had to be part of developing such policies and just transition arrangements. Collective bargaining had been recognized as the main vehicle to tackle wage inequalities. Access to education and skills training and social protection needed to be

strengthened. Private employment services and agencies had to be regulated in line with the Private Employment Agencies Convention, 1997 (No. 181). Gross domestic product (GDP) had often been blind to employment and social considerations, and there was a clear need to go beyond it. There was a need for more inclusive labour markets, through anti-discrimination enforcement, equal pay policies, strengthened work-life balance, investments in the care economy, and tackling violence and harassment. Labour provisions should also be included in trade agreements.

86. The Workers' group generally agreed with the need to strengthen productivity, but not as a precondition for improving wages and working conditions, since there had been a decoupling of the two over the last decades. While enabling business environments were important, a focus on deregulation had not achieved the intended effects. Empirical evidence showed that the introduction of, or increases to, minimum wages had led to higher levels of employment, lower levels of informality, and higher levels of economic performance. Other factors were also important in creating an enabling environment, and the International Monetary Fund (IMF) had recognized that lower wages were not a competitiveness factor. Fostering formal employment required a much more comprehensive approach than deregulation and lower labour costs, as recognized in Recommendation No. 204. Raising wages would improve the attractiveness of the formal labour market.
87. The Employer Vice-Chairperson said that the discussion had shown the complexity and broad scope of the themes, where action was taken, and where challenges still demanded attention and support. More detailed assessments by the Office were needed to provide country-level information and to support evidence-based action. A crisis response database would be helpful in that regard. The *ILO Monitor: COVID-19 and the world of work* was also very helpful. Such tools allowed the impact of crises to be analysed quickly. More evidence-based research was also needed on labour market transitions and the role of digital technologies. The Workers' group had stressed access to just transitions underpinned by social dialogue and employment-centred macroeconomic policies, industrial and productive development policies, strengthened investment, and structural transformation and diversification, among others. Government efforts towards formalization in line with Recommendation No. 204 were a milestone.
88. The Employers' group had noted with interest the call for a stronger focus on SMEs, as well as education and skills. Skills and an inclusion agenda were aligned with employability being at the forefront of job creation. The role of financing schemes and credit rating systems should be reassessed. Supporting policies had played an important role. The Plan for Jobs introduced by the Government of the United Kingdom had delivered positive results.
89. Inclusion policies, with the need to foster diversity and equal opportunity, were important, as was the need for decent work in global supply chains. He drew attention to the relevance of the UN Guiding Principles on Business and Human Rights and the ILO's Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration). The MNE Declaration allowed the continued support of the Office to constituents for its implementation, including a recent assessment tool for business.
90. There had been references to complex matters that required a more nuanced approach, such as labour productivity. The global slowdown in labour productivity, along with informality and unfair competition, faulty business environments, and the reallocation of labour to low productivity economic activities were cited as key drivers of the declining labour income share. The high density of low productivity MSMEs, particularly in developing countries, and the lack of holistic strategies to foster their development, were persistent barriers to decent job

creation. Wage differentials due to skills differentials and diverse levels of labour productivity within enterprises accounted for a major share of labour income inequality.

91. On digitalization, he supported the approach presented by the Workers' group on the role of informality as a major driver of decent work deficits, which required enabling policies to grow the formal economy. There was a meeting of experts on decent work in the platform economy planned for October 2022, where such matters would be discussed in detail.
92. He considered that the Workers' group had undermined the role of wage setting in line with Convention No. 131, and he would not be entering into a policy discussion on the living wage. That group had also diminished the role of international trade and investment in the development process of many countries. Promoting trade and ensuring that its benefits would become more inclusive would help close income gaps within and between countries.

Point for discussion 3

93. The Employer Vice-Chairperson noted that the conclusions to be adopted by the Committee would focus on how the Office could support constituents to improve employment policy frameworks. He recalled the conclusions adopted during the previous recurrent discussion on employment in 2014 and noted that the priorities identified then were still relevant. He highlighted the role of a global slowdown in labour productivity and productivity divergence across countries as key determinants in widening cross-country differences in per capita income growth. Cross-sectoral variations in productivity constituted a key determinant of labour income differences within countries. An important element of the ILO's future work should, therefore, focus on supporting productivity growth for decent job creation, as well as fostering coordination and synergies across actions and stakeholders. In recognizing the importance of the ILO's standard-related activities, he urged that the adoption of standards and the promotion of ratification should be followed through with effective implementation and measurement of tangible outcomes in order to be effective. He acknowledged the relevance of new instruments adopted since the 2014 discussion, including Recommendation No. 204 and the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205).
94. There were five primary drivers to guide ILO action and support to constituents. First, a focus on the transition to formality and the need to address the root causes to remedy high levels of informality worldwide resulting from weak governance and administration, corruption and a lack of sustainable social protection floors. He recalled similar themes in the resolution concerning the second recurrent discussion on social protection (social security) of 2021 and said that the ILO should continue expanding its leading role through such mechanisms as the Global Accelerator on Jobs and Social Protection for Just Transitions and the Climate Action for Jobs initiative. The second area for ILO action was support for enabling environments for sustainable enterprise development, the absence of which would hinder productivity and have negative impacts on employment and job creation. Stimulating and accelerating productivity-driven economic growth and business resilience would require policies that eliminated obstacles to drive growth and job creation. He cited the Centenary Declaration and the Global Call to Action in affirming the centrality of productivity growth in increasing employment and opportunities for decent work as well as in raising standards of living. He highlighted the need for a comprehensive strategy to enhance productivity growth, resulting from a public-private joint endeavour. ILO support in terms of capacity-building and policy advice would be essential. ILO support would be needed as well, alongside decarbonization efforts in key sectors, with associated quality job creation, reskilling, upskilling, and entrepreneurship opportunities, to smooth anticipated disruptions. The third action area focused on enabling regulatory

frameworks for digitization, innovation and entrepreneurship to reap benefits of technological innovation and unlock the potential of the platform economy. He stressed the need to consider a diversity of employment scenarios when attempting to classify employment relationships and cautioned against taking a one-size-fits-all approach to regulating online services and online talent platforms. The fourth area was focused on improving employability for more inclusive labour markets to overcome skills mismatches through improvements in the responsiveness to the labour market of education systems, including support for additional training, gender-sensitive programmes and programmes aimed at easing school-to-work transitions. Additional focus was placed on removing barriers to participation among women, young people and migrants who were working in sectors hit hardest by the pandemic, as well as on the need for frameworks, including in respect of skills recognition, to unlock additional benefits of economic migration as a part of future ILO support. The fifth and final area of action was to strengthen the role of social dialogue and the capacities of the social partners in tailoring national employment agendas, national employment plans and other agreements covering occupational safety and health, job retention scheme coverage, training and active labour market policies, which had provided a lifeline to workers and businesses during a period of increased uncertainty.

95. The Worker Vice-Chairperson returned to what he said were only partial citations made by the Employer Vice-Chairperson of conclusions from previous Conference discussions regarding causes of cross-country per capita income inequality. In addition to divergences in productivity growth, declining labour shares of output, lack of technology transfer and take-up through global supply chains, a decoupling of wages and productivity had also been discussed and recorded as important factors contributing to income divergence. He confirmed the importance of international labour standards to support States in the development of active policies to promote full employment and encouraged the Office to continue to promote ratification and implementation, particularly of the Employment Policy Convention (No. 122) and Recommendation (No. 122), 1964, the Employment Policy (Supplementary Revisions) Recommendation, 1984 (No. 169), and the Employment Service Convention, 1948 (No. 88). The Employment Promotion and Protection against Unemployment Convention, 1988 (No. 168), had been particularly relevant during the COVID-19 pandemic, with temporary employment schemes vital for maintaining jobs and incomes. He lamented, however, its few ratifications. The continued promotion of other core employment and social security standards covering collective bargaining, minimum wages, occupational safety and health, effective labour inspection and equality of treatment was critical for protecting workers in all their diversity, with a particular focus on the inclusion of persons with disabilities in the labour market. It was also critical to promote the full implementation of Recommendation No. 204. Citing the conclusions of the General Survey on promoting employment and decent work in a changing landscape, he suggested that the ILO undertake additional research of good practices on addressing issues related to the regulation of telework, working time, the right to disconnect, the allocation of rights and responsibilities with respect to the cost of teleworking, occupational safety and health, and privacy rights to inform policy discussions. The ILO should continue to strengthen its technical support to countries for the development of national employment policies and strategies for quality job creation through public investments in care, the green economy and infrastructure within the context of Decent Work Country Programmes. He emphasized the importance of supporting the transition of informal economy workers to the formal economy, while also enhancing employment security for workers remaining in non-standard forms of employment. Unions should be meaningfully involved in technical assistance programmes providing advice to constituents related to the improvement of job quality, enterprise restructuring, trade union capacitation and the conduct

of assessment-based national dialogues to identify job creation priorities and areas in need of reform.

- 96.** He emphasized the responsibility of the ILO to support and promote quality employment, including the four pillars of the labour protection floor set out in the Centenary Declaration, and to clarify concepts of living wages, and suggested the Office support constituents in the estimation of living wages to inform policy debates. A number of ongoing initiatives were being led by other international actors, including by business. The ILO must play a leadership role at the international level in that regard and also with respect to employment matters generally, including its role as custodian overseeing the implementation of Goal 8 for the promotion of decent work. He lamented the negative influence on labour protections of lending conditionalities set by international financial institutions focused on labour market deregulation, and the development by the World Bank of its own purported labour indicators for reporting on enabling business environments. It was critical for the Office to engage with international financial institutions and regional development banks to ensure an alignment of policy advice and adherence with ILO standards and approaches within the multilateral system. He commended the Office's flagship World Employment and Social Outlook report and the *ILO Monitor: COVID-19 and the world of work* and welcomed the first publication of the Social Dialogue Report in 2022, suggesting future annual editions be focused on different thematic areas, such as social dialogue in relation to just transition, to wage inequalities, and to gender inequalities. He said additional research on the potential of public investments in the care and green economies, digitalization and other structural transformations was also needed, including through a dedicated World Employment and Social Outlook report edition focused on public investment and its relation to structural transformation and quality job creation. And to ensure coherence with ILO standards, the ILO must step up its engagement with international financial institutions and regional development banks.
- 97.** The Government representative of Gabon, speaking on behalf of the Africa group, said that before the health crisis most African States had adopted national employment policies and policies on sustainable development in favour of employment creation for young people and women. However, COVID-19 had ruined those efforts and the labour market had been seriously affected. Inequality in the labour market had grown, as had inequality within and between countries and between subregions. There had been considerable job losses in Africa. Governments had adopted passive policies and tax relief measures to help companies to retain jobs, and had taken measures for workers so that household purchasing power was maintained. However, some enterprises had reduced working hours, dismissed workers or closed their business outright.
- 98.** Social protection systems had become more fragile. Because of the current fragility, people should be at the centre of national employment policies, with a particular focus on young people and women. Such policies would be an effective avenue to deal with labour market challenges and challenges for young people and women. Specific policies would need to focus on developing entrepreneurship, training and reskilling, labour market information, gender equality, social protection and climate change. Social partners should work together to ensure that national employment policies were comprehensive and targeted; hard-hit sectors would need to be targeted with effective measures. National employment policies aimed at young people would be needed to help them overcome difficulties in entering the labour market and to ensure lifelong learning. For women, policies would need to ensure autonomous and entrepreneurial work. Policies in favour of workers in the informal economy would be needed, and countries, together with the ILO, had set out programmes to deal with such workers. There

was strong employment potential in the digital and green sectors. National employment policies would need to focus on social protection systems to protect workers from risk.

99. To conclude, the Africa group appreciated the efforts of the ILO to finance and provide technical assistance to address unemployment of young people and women, and to support the promotion of ratifications and the implementation of tools around the world of work.
100. The Government representative of France, speaking on behalf of the EU and its Member States, indicated that North Macedonia and Albania aligned themselves with his statement. He noted the timeliness of the third recurrent discussion on employment. COVID-19 and the Ukraine crisis were increasingly determining labour market outcomes. Policies needed to be innovative, meet new and complex labour market challenges, and adopt a human-centred approach so as not to leave anyone behind. Labour market information was important for targeting the hardest hit groups. The ILO had created forecasting and modelling approaches that provided timely analysis on the impact of COVID-19 on the world of work. Since the introduction of the SDGs, the ILO had helped countries develop data on SDG indicators. It had produced a number of global reports and had engaged in research with other international organizations to improve the uptake of research findings. The ILO programme on integrating trade and investment was a good example. The ILO's work on economic, social and digital transitions was also very important, and its flagship Programme on Jobs for Peace and Resilience was noted for helping to maintain or generate employment in less developed countries.
101. Major efforts had been made by the ILO to strengthen support to other actors beyond ministries of labour to implement standards and norms at work. A stronger focus had been placed on the monitoring and impact assessment of employment policies and programmes to assist countries and inform policy action. That included a database of employment policies, the ILO Employment Policy Gateway, that monitored national youth strategies and national employment policies. The importance of the ratification and uptake of Convention No. 122 and Recommendations Nos 204 and 205 remained.
102. Youth employment issues were an important area of work for the ILO. In 2020 the Governing Body renewed its commitment to youth employment by endorsing a follow-up plan of action on youth employment for the period 2020–30. Saying that it was equally important to strengthen women's employment, he referred to the strategic plan to promote women's participation in the labour market and tackle the gender pay gap. The EU had put forward an action plan to promote the inclusion of women in the world of work. Other important actions for the ILO were training and capacity-building events, and the modernization of its communication and advocacy strategies. The employment policy crisis response database was a welcome initiative.
103. The Office should provide additional guidance and tools to support all workers throughout their working lives. It should participate in the redesign of policies to better include all workers without discrimination, and to transition informal workers to the formal economy. It should continue to support the gathering of labour market information so that accurate and timely data can help inform policy decisions. Mutual learning and other learning activities focusing on the major challenges should be intensified. Based on sound data collection and analysis, the Office should strengthen support for policy advisory services and capacity-building to help Member States implement active labour market policies and other employment policies. National employment policies should be in line with international labour standards and promote their implementation globally.

- 104.** The Government representative of Zambia recognized that the development of a national employment policy was underpinned by social dialogue as well as reliable and credible data. The ILO had provided technical resources in facilitating labour force surveys and developing labour market information systems to collect and digitize statistics on employment. The Zambia labour market had not been spared and the incidence of informality and non-standard employment were threats. Despite COVID-19, the ILO's sustained use of digital platforms for training was effective. Zambia requested support for new national employment policies and systems for quality apprenticeships and e-learning platforms.
- 105.** The Government representative of the Philippines said that the pandemic had exposed gaps in national structures, which needed to be restructured for sustainable development, in particular for Goal 8 on promoting sustained, inclusive and sustainable growth, full and productive employment and decent work for all. Goal 8 had 17 indicators, including target 8.6 on promoting youth employment, education and training. In 2019, 18.6 per cent of young people were not in education, employment or training and the objective was to reduce that figure to 10 per cent by 2030; however, COVID-19 had put a speed bump on the road to achieving the target. A total of 15 per cent of employment losses during COVID-19 had been among young people, and young women had suffered the most because they were more insecure. Now that the economy was rebuilding, it was hoped that the youth labour force would fully recover. Youth employment was already recovering; the Philippines had made long-term investments and the number of high school graduates was growing. However, in 2021–22, out of 2.4 million students, only 800,000 would receive a college diploma. In 2021, the number of graduates was much reduced. In 2018, the Philippines had introduced the Universal Access to Quality Tertiary Education Act, which gave free tertiary education to students in public institutions and subsidized those attending private institutions. A total of 2.5 million students were being assisted financially by the Government, which allowed education to continue even amid job cuts. Sustainable work productivity programmes should be promoted because according to recent World Bank findings, the country was lagging behind others in the Asia-Pacific region in terms of productivity. To improve that situation, productivity incentives would be reintroduced to promote shared responsibility and the just sharing of the fruits of production between businesses and workers. Incentive-based productivity systems would also be reintroduced also for SMEs. In return, businesses would receive benefits such as tax incentives and, in the case of MSMEs, greater availability of loans. Those measures would create an environment that fostered healthy and productive partnerships between workers and employers.
- 106.** The Government representative of the United States stressed the important role that the ILO played in advising Member States and other international organizations involved in setting employment policies and in fostering coordination among all parties for the promotion of full and productive employment and decent work, with a focus on just societies and outcomes. Best practices should be made available and peer learning facilitated among Members for evidence-based learning and decision-making. The Office should continue to contribute to the collection of detailed demographic data globally and adjust such data so that it was internationally comparable for rigorous analysis on various disadvantaged groups. That data should form the basis of targeted employment policies and inform frameworks. The ILO should promote inclusive, sustainable, gender-responsive employment policies, and also policies that enhanced respect for workers' organizing and bargaining rights, in order to address rising inequalities.
- 107.** The Government representative of the United Kingdom stressed how serious and immediate the challenges in the world of work remained. The Centenary Declaration was a fundamental

guiding framework, together with the ILO Global Call to Action, which provided more granularity and focus on the goals to be achieved. There was an immediate need to focus on skills needs for a green global economy and standard-setting on a just transition. He hoped that the general discussion the following year would pave the way for such a standard. As per the recently adopted G7 Labour and Employment Ministers Meeting Ministerial Declaration, the ILO and the Organisation for Economic Co-operation and Development (OECD) were developing a methodology to monitor the creation of decent work in a green, nature-positive economy and a just transition. Further support from the ILO to improve policy frameworks would help promote economic growth in low-income countries through the creation of decent work opportunities.

- 108.** A Government representative of India said that several policy initiatives had been taken in his country. Simplifying and rationalizing the relevant provisions of the existing Central Labour Law into four labour codes had strengthened the protections available to workers in terms of statutory minimum wages, industrial dispute mechanisms, social security protection and healthcare. The new codes would also ease doing business and help create an enabling environment for the development of enterprises and industries to generate employment opportunities without compromising workers' protection.
- 109.** Another policy initiative was focused on establishing a new database of informal workers in the country, thus creating new avenues for upskilling and reskilling, as well as employment opportunities. He thanked the ILO for the support provided and the guidance frameworks that facilitated the evolution of administrative and legislative measures for the protection and advancement of the interests of workers. The ILO should continue to provide advice to strengthen the employment ecosystem and close existing skill gaps through technology adoption and human resources development policies.
- 110.** The Government representative of Argentina acknowledged the ILO support provided to his country in relation to promoting employment and self-employment, greening entrepreneurships and cooperatives, and supporting the financial inclusion of women. The Office had also provided technical assistance for the development of tools to assess the profile of young people planning to start in self-employment. In relation to dependent employment, collaboration with the ILO had helped to diagnose the main sectors of the economy that had potential for generating green jobs. The ILO had also facilitated the evaluation of the quality of apprenticeships and internships in enterprises.
- 111.** The capacities of provincial governments to implement, monitor and evaluate employment policies had been strengthened. In moving forward, employment policies would need more work in areas including social dialogue, active labour market policies and data collection in order to evaluate policies and inform decision-making. The identification of the most in-demand skills and jobs to be developed for the future was also considered necessary to improve the functioning of the labour market.
- 112.** The Government representative of Egypt said that efforts had been deployed to improve employment conditions and the skills of workers, in order to facilitate participation in the labour market and training. A national council for social dialogue in the field of work with tripartite cooperation had been created to study all questions related to labour and work. Egypt had formulated a national employment strategy, which aimed to create new jobs for young people in line with the new realities of the labour market, such as technological transformations. His Government had put in place a labour information system and was looking at raising the minimum wage for the second time in less than two consecutive years.

- 113.** The definition of work had been reviewed to allow female participation in the labour market, and a policy on gender equality had been adopted to encourage women to take jobs in the private sector. The Ministry of Labour and the Ministry of Environment were working on providing workers with the requisite skills in order to make labour force participation in the green economy more attractive. A further important area of work, involving cooperation with Tunisia and Morocco, was the promotion of decent work in Africa, with a focus on economic policies. He thanked the ILO and other international organizations for their engagement in strengthening national dialogue, including working relations, freedom to join unions, increasing competitiveness and ending child labour.
- 114.** The Government representative of Cuba stressed the importance of technical cooperation, considering the various interlinked crises. In relation to the COVID-19 pandemic, his country had a plan consisting of 36 measures supported by state and non-state actors, including the introduction of changes to working conditions, wages and work contracts. Support had been provided to people with health conditions, along with preventive measures, subsidies and other protection measures. In all cases, the social protection systems would leave no one behind during the COVID-19 pandemic.
- 115.** The Government representative of the United Arab Emirates described how labour markets around the world had experienced an enormous transition as a result of technological and environmental transformations. The tourism and hospitality sectors had been affected by the COVID-19 crisis and changes in economic activity were being experienced in other sectors, such as information and communications technology (ICT), food security and insurance. His country was trying to bring dynamism to the labour market and support people who had lost their jobs during the crisis by reintegrating them into the labour market. Ongoing changes represented an opportunity to reform labour relations and change legislative frameworks to allow for an enabling environment and flexibility. Such changes should attract skilled workers wanting to migrate and work in the United Arab Emirates by using electronic platforms, remote work and teleworking. He underscored the efforts of the private sector to offer training and learning opportunities to young people, particularly in the area of entrepreneurship.
- 116.** The Government representative of Burkina Faso said that security and demographic challenges had severely affected his country. Unemployment was also affecting young people, who made up the majority of the population. The COVID-19 crisis had led to an expansion of the informal economy. Lack of effective information systems and weakness in education for women and young people were considered part of the deep causes of the problems in the labour market. The National Plan for the Transition should help to overcome such challenges through the promotion of development policies.
- 117.** The ongoing war and terrorism had depleted the national budget and affected the ability of his Government to work effectively in certain areas of the country. Many people had been killed, including young people and children. School closures had affected over 600,000 children. The ongoing security crisis undermined national capacities to work on employment policy. He called upon the ILO and all interested agencies to support his country.
- 118.** The Government representative of Canada said that her Government had established the Future Skills Centre, an independent innovation and applied research centre, to identify emerging skills trends and to address the needs of under-represented groups and young people. Funds had also been channelled to test community-based approaches to support the participation in the labour market of under-represented groups, including indigenous people. As part of the ongoing efforts, the Youth Employment and Skills Strategy had been modernized in 2019 to place an emphasis on young people facing barriers and to develop a data

disaggregation strategy. That strategy was also intended to improve data collection of gender-sensitive and inclusive indicators.

- 119.** Given that SMEs were at the heart of the country's economy and its communities, measures had been taken to tackle the barriers preventing their growth. She invited the ILO to continue to focus its efforts on assisting constituents to develop employment policies and strategies for a sustainable recovery by contributing its strong research and analytical capabilities to advance an understanding of how best to tackle labour market issues, develop new information tools and disseminate and promote good practice, while facilitating social dialogue.
- 120.** The Government representative of Kenya drew attention to the immense socio-economic benefits of labour migration, and the challenges that migrant workers faced due to the absence of social protection. Monitoring the working conditions of migrants had proved challenging given the lack of a comprehensive integrated system to manage information on migrant workers. The ILO should remain committed to developing policies and legal frameworks to safeguard the rights of migrant workers, and to establishing mechanisms to promote safe, orderly and productive labour migration and cooperation to enhance the protection of migrant workers. A welfare fund for migrant workers should be established to provide protection, welfare and assistance to migrant workers during migration, their stay in the destination country and upon return to their country of origin. The ILO was encouraged to continue disseminating information and data on critical labour-centric issues to the Member States, including on inclusive policies which could be extended to migrant workers.
- 121.** The Government representative of the Democratic Republic of Congo said that the employment crisis in the Democratic Republic of the Congo had affected all workers, but had disproportionately impacted women, young people and persons with disabilities. Large-scale informality, which accounted for 70 per cent of the national economy, meant significant gaps in social protection for the majority of the population. The armed conflict in the east of the country, which had been ongoing for some 20 years, had caused untold suffering, including massacres, rape and mass displacement, which had reduced investment opportunities and impeded employment possibilities. The COVID-19 crisis had exacerbated existing vulnerabilities. To mitigate the impacts, a national vocational training programme had been established, with focused opportunities to boost employment prospects for women, the long-term unemployed, young people and other vulnerable groups. The ILO had provided valuable support in that regard, and would hopefully offer further assistance with the development of a new generation employment policy. The Government was providing incentives to young people and women to build MSMEs. Technical support from the ILO and donors to consolidate those measures would be welcome. A series of revenue-generating projects were under way, and environmental protection measures were being taken to mitigate climate change and facilitate the transition to a green economy, based on local production.
- 122.** The Government representative of Ghana said that the ILO provided crucial support in the dissemination of labour market information, policy advisory services, monitoring and impact assessment, capacity building, normative activity and communications and advocacy, all of which were important for post-COVID-19 employment recovery. The Government of Ghana had conducted an assessment of the impacts of the pandemic on employment at the national level. It was developing a national unemployment insurance scheme to protect vulnerable workers who had been adversely affected by the pandemic. ILO guidance on that policy intervention would be particularly welcome, to put the matter into perspective and protect vulnerable groups against future shocks.

- 123.** The Government representative of Honduras said that work and employment were crucial for development in Honduras. A national policy on measures to adapt to globalization had therefore been adopted. The recurrent discussion and the conclusions that would emanate from it should represent the views of the world's employers, workers and governments in a balanced and equitable manner, and should tangibly enhance protection for the most vulnerable in society.
- 124.** The Employer Vice-Chairperson said that the discussion had highlighted numerous good examples of measures to be taken; governments' experiences and priorities in overcoming the employment challenges related to the COVID-19 pandemic would be of the utmost importance for guiding future ILO action. Important new trends, complex social challenges and the dynamic employment environment should be noted. All participants had referred to the longstanding challenges posed by informality for the achievement of full and productive employment. Recommendation No. 204 should continue to be the main reference for establishing policy frameworks to facilitate the transition to the formal economy. The pandemic, demographic shift and the climate crisis, among other challenges, required a thorough impact assessment of policies to ensure tangible outcomes for decent job creation. Evidence-based research and ILO databases were crucial for informing policy. Policies to enhance productivity were essential, in particular for sectors with widening productivity gaps, with particular focus on increasing MSME productivity. A strong focus should be placed on SME resilience and development for job creation.
- 125.** Just transitions must be underpinned by social dialogue and employment-centred macroeconomic policies to enhance productivity-driven economic growth. The reallocation of labour from low- to high-productivity economic activities should be promoted, along with diversification towards complex products that could enhance development. Employability should be at the forefront of job creation, with the skills and inclusion agenda coordinated with employment and enterprise policies. The impact of policies supporting business continuity and sustainability must be assessed. Inclusion policies must focus on fostering diversity and removing barriers to equal opportunities. Policies for empowering women and young people should include investment in the care economy. Policies for the inclusion of the elderly, migrants and vulnerable groups in the labour market were particularly important.
- 126.** To achieve decent work in global supply chains, promotion and implementation of the United Nations Guiding Principles on Business and Human Rights was key, as was implementation of the MNE Declaration. The role of the private sector as a source of economic growth and job creation should be supported by promoting, establishing and preserving an enabling environment for sustainable enterprise development as a means of fostering private investment, innovation, entrepreneurship, productive employment and decent job creation. The ILO should scale up the Enabling Environment for Sustainable Enterprises programme across regions.
- 127.** Minimum wages should be set, taking economic factors into account. Digitalization should be viewed as transformative, not destructive. Policy trends should recognize the important role of business organizations in the design of national employment policies and active labour market policies. The ILO should continue providing technical advice and supporting capacity building for business organizations.
- 128.** The Worker Vice-Chairperson said that his group welcomed the constructive suggestions made during the discussion with regard to orienting the work of the Office, and had agreed with many of the points raised, in particular on the importance of the transition from the informal to the formal economy, strengthening access to social protection including floors,

implementation of ILO standards, gender equality, investments in youth employment and migrant workers, inclusivity of labour markets, strengthening of skills, transitioning to a carbon-free economy, and promoting local and sustainable technologies. ILO support for strong and meaningful social dialogue, based on collective bargaining, was particularly important, as were its efforts to promote youth employment and education, the creation of green, good quality jobs and a just transition. Monitoring green jobs strategies would be a welcome inclusion in governments' nationally determined contributions for the implementation of the Paris Agreement. The ILO also had a key role in promoting collective bargaining rights and living minimum wages, and must remain a leader in employment policy development.

- 129.** Referring to the reservations expressed by the Employers' group on the continuation of the Office's work on wages, he recalled that the ILO Declaration of Philadelphia included the solemn obligation to ensure that policies in regard to wages and earning should ensure "a minimum living wage to all employed and in need of such protection". The long-established principles of the Organization, which were deeply rooted in social justice, must be respected. In line with the Centenary Declaration an adequate minimum wage must be a fundamental component of employment policies to guarantee the creation of quality employment. Seeking to abandon further work on wages was tantamount to redebating the ILO's mandate. Economic arguments against the minimum wage were unfounded; increasing wages could be conducive to productivity and to the transition to formality. It would be remiss of the Committee not to include in its conclusions, reference to the importance of furthering ILO work to support minimum living wages.
- 130.** The Chairperson closed the discussion thanking all participants for their contributions. The drafting group would work to ensure that the views expressed would be incorporated into the draft conclusions, for deliberation by the Committee. The cooperative spirit that had characterized the Committee's discussions thus far would doubtless prevail, and its conclusions would contribute significantly to transforming the world of work and creating employment opportunities for all.

Discussion of the draft conclusions

- 131.** The Chairperson introduced the draft conclusions prepared by the drafting group and informed the Committee that 166 amendments had been received. He suggested that amendments to the text in square brackets which had not been agreed to in the group would be treated the same as the other amendments as it was part of the work on which the group reported back to the Committee. Once the amendment discussion concluded, the points would be considered agreed text and the brackets would fall. There was no objection to those proposals.
- 132.** The Worker Vice Chairperson thanked the Office for the solid initial draft and highlighted such critical areas for the Workers as: adequate wages, precarious and insecure forms of work, balancing work and care, and protections for flexible work arrangements and teleworking. He welcomed the references to the strengthening of decent work in global supply chains and the gender pay gap. He stressed the importance of concluding with clear future guidance for the ILO's action, not only to guide constituents, but also to affect ILO budgets.
- 133.** He said that there seemed to be consensus on the importance of pro-macroeconomic employment and public investments; social dialogue and collective bargaining; comprehensive employment frameworks; skills and lifelong learning, including addressing gender gaps; and the need for future research on public investments in job creation opportunities. He stressed

it was important for the text to advance the quality of employment and not just the quantity of employment, in line with the Recurrent Discussion Conclusions of 2014. He expressed concerns on employers' proposals to equalize "employers'" rights with "workers' rights", as workers are on the weaker side of the bargaining process and the ILO's mandate focuses on advancing workers' rights. With regard to ILO action, he outlined the importance of further research and support to constituents on precarious and insecure forms of work, improving decent work in supply chains, and living wages was warranted.

134. The Employer Vice Chairperson said that despite the great efforts of the drafting group there had been challenges in finding consensus, and therefore several points still included bracketed text. He warned that it would not be helpful to reopen policy debates. He highlighted the references to teleworking, the right to disconnect, and precarious and insecure forms of work that remained in the draft conclusions. The Committee should not pre-empt the work or conclusions of the upcoming meetings on work in the platform economy or in supply chains.
135. The Government representative of Argentina, speaking on behalf of the group of Latin American and Caribbean countries (GRULAC), confirmed that his group had proposed a series of amendments and thanked the drafting group for all its efforts.
136. The Government representative of France, speaking on behalf of the EU and its Member States, shared his satisfaction regarding how the work of the drafting group had been carried out and highlighted the quality of the text received from the Office. He hoped that where policy debates existed a reference could be made and that the final text of the conclusions would be meaningful and useful.
137. The Government representative of Gabon, speaking on behalf of the Africa group, expressed the hope that the conclusions would support the creation of a better world.

Conclusions concerning the third recurrent discussion on employment

Title

138. The title was adopted.

Part I. Context and challenges

Title

139. The title was adopted.

Point 1

140. Point 1 was adopted.

Point 2

141. The Government representative of Canada, speaking also on behalf of the Government representatives of the United Kingdom and the United States, introduced an amendment to insert "along with labour abuses" after the words "global supply chain disruptions", to highlight that labour abuses were the main causes of decent work deficits and to lay a foundation for part III, which focused on government actions.
142. She then proposed a subamendment to move the amendment to point 3, to follow the words, "as evidenced by high informality" in the second sentence.

143. The Government representative of France, speaking on behalf of the EU and its Member States, and the Government representatives of the United Kingdom and the United States seconded the subamendment.
144. The Government representative of France, speaking on behalf of the EU and its Member States, introduced a further subamendment to change the wording following “Fiscal constraints” to “are limiting countries’ abilities to support recovery and increasing the likelihood of unequal development, with developing countries being left even further behind”.
145. The Government representative of the United States supported the further subamendment, which made the important issue of unequal development more prominent in the text.
146. The Employer Vice-Chairperson supported the further subamendment.
147. The Worker Vice-Chairperson supported the further subamendment.
148. The Government representative of Canada supported the further subamendment.
149. The amendment was adopted as subamended.
150. Point 2 was adopted, as amended.

Point 3

151. The Employer Vice-Chairperson introduced an amendment to delete the words “in terms of both the quantity and quality of employment” since in his group’s view, the challenges were not just of quantity and quality, and also since “quality” was hard to measure and lacked quantitative evidence.
152. The Worker Vice-Chairperson responded that employment quality had been discussed in 2014 and was still a very important issue to be analysed together with quantity. Therefore, he did not support the amendment.
153. The Government representative of France, speaking on behalf of the EU and its Member States, said that employment needed not only to be measured in numbers, such as by job creation metrics, but also in terms of quality. He stressed that both quantity and quality should be mentioned explicitly in the text and that was simply a reminder of what had already been agreed on in 2014. He did not support the amendment.
154. The Government representative of the United States did not support the amendment. However, in the spirit of compromise, he expressed the view that the subsequent wording of the phrase already included quantitative and qualitative examples. Therefore, the proposed amendment would not change the meaning substantially.
155. The Government representative of Norway did not support the amendment.
156. The amendment was not adopted.
157. The Employer Vice-Chairperson proposed an amendment to add the words “insufficient work opportunities,” following “skills mismatches,” and delete “persistent and”. He suggested replacing “the lack of decent work opportunities reflects” by “there is” in the subsequent sentence. He aimed to address the issue of quantity in a more balanced manner. The data provided by the *Global Wage Report 2020–21: Wages and minimum wages in the time of COVID-19* meant that it would be misleading to state that wages had been stagnant. Moreover, the words “insufficient work opportunities” acknowledged more explicitly that additional work needed to be done to create an enabling business environment for creating decent jobs.

158. The Worker Vice-Chairperson did not support the amendment. The *Global Wage Report 2020–21* confirmed approximately 2 per cent of worldwide wage growth, but significantly less in several regions, such as Africa, the Arab States, and Latin America. Wages had stagnated in many places relative to productivity growth over the past decade, which had been widely acknowledged, including by the G20 Labour and Employment Ministers, the OECD and the IMF. Consequently, there had been a significant decrease in the labour income share.
159. He introduced a subamendment to replace “stagnant wage growth” by “weak and uneven wage growth”, which was supported by the Government representative of Qatar, and the Government representative of Gabon, speaking on behalf of the Africa group.
160. “Insufficient work opportunities” themselves were not the core issue as the Employers’ group had proposed, rather, there were insufficient “decent» work opportunities. Working poverty was persistent and often worsening. He did not support the amendment proposed by the Employers’ group.
161. The Government representative of Argentina supported the subamendment to add “weak and uneven wage growth” proposed by the Workers’ group. He introduced a further subamendment to change the wording from “the lack of decent work opportunities” to “insufficient decent work opportunities”.
162. The Government representative of Qatar, speaking on behalf of the Gulf Cooperation Council (GCC) countries, supported the subamendment “insufficient decent work opportunities” as well as the subamendment “weak and uneven wage growth”.
163. The Government representative of Cameroon, speaking on behalf of the Africa group, supported the subamendment “weak and uneven wage growth”, a phenomenon which was present in many parts of Africa. Significant variations existed across countries.
164. The Government representative of France, speaking on behalf of the EU and its Member States, supported the Employers’ group’s amendment on «insufficient work opportunities» but did not agree with the deletion of the word «persistent».
165. The Employer Vice-Chairperson referred to the subamendment of the Worker Vice-Chairperson and proposed to delete the word “weak” in front of “uneven wage growth” as he considered that it was important to reflect that the average growth that had taken place was not insignificant. He would withdraw the amendment to add “insufficient work opportunities” if the Workers’ group’s subamendment to insert the word “decent” was accepted.
166. The Worker Vice-Chairperson said that he sought compromise and consensus and agreed to the further subamendment presented by the Government representative of Argentina, who proposed “insufficient decent work opportunities”.
167. Regarding the proposal on “wage growth” he said that he supported including “weak and uneven wage growth” as it reflected that for over three decades wage growth had been weaker than productivity growth. In the case of Africa, wage growth had been six times less than productivity growth, with negative growth since 2015. He referred to a similar situation in Asia.
168. The Government representative of Argentina proposed a further subamendment for the text to read, “uneven and mostly weak wage growth”. That would reflect that, while sometimes in some places wage growth had been strong and important, in general such growth had been mostly weak.
169. The Government representative of Qatar, speaking on behalf of the GCC countries, expressed agreement on keeping “insufficient decent work opportunities”, the further subamendment proposed by the Government representative of Argentina. She said that the subamendment

"weak and uneven wage growth» should not include the word "weak", as doing so would incorrectly describe sectors such as the medical sector that had experienced wage growth in recent years.

170. The Government representative of Cameroon presented a further subamendment to the subamendment reading "insufficient decent work opportunities", proposing "employment opportunities in a framework of decent work".
171. The Worker Vice-Chairperson did not support the subamendment to have the text read "uneven and mostly weak wage growth". Figures pointed to a different reality and wage growth had been weak in many regions of the world for decades even before the pandemic. He reiterated the support of his group to their own subamendment to have "weak and uneven wage growth" included as a more accurate characterization of the figures.
172. On the amendment to delete "persistent and" before "rising work poverty" he expressed his group's disagreement, as the figures clearly showed that work poverty was not only rising but also persistent.
173. The Employer Vice-Chairperson said that he was almost in agreement with the Worker Vice-Chairperson on the amendment on "work poverty", as his group also considered that the situation was getting worse. He referred to the difference in wording between "persistent" and "rising" work poverty as a matter of semantics.
174. In relation to the point made by the Worker Vice-Chairperson concerning the uneven relationship between productivity and wage growth, he noted that the point already referred to productivity in the previous line, and that therefore the situation mentioned by the Workers' group would already be included in the concept of low productivity.
175. The Government representative of the United States voiced support for the further subamendment to the subamendment of the Government representative of Argentina to have the text read "uneven and mostly weak wage growth" as such drafting would reflect the reality in the labour market while encompassing the remarks of the Government representative of Oman, speaking on behalf of the GCC countries.
176. The Government representative of France, speaking on behalf of the EU and its Member States, supported the subamendment presented by the Worker Vice-Chairperson to have "uneven wage growth" included, as in some places growth had been higher while in others it had been weaker, and that such phrasing included all of the concerns expressed. He expressed the support of his group to have the word "persistent" included when describing work poverty. The phrasing "persistent and rising work poverty" therefore usefully highlighted the fact that there were persisting inequalities.
177. The Government representative of the United States said that uneven growth could imply that growth was strong and that therefore the inclusion of the word "weak" was useful.
178. The Employer Vice-Chairperson said that his group could agree to include "persistent and rising work poverty" and delete "mostly weak wage growth".
179. The Worker Vice-Chairperson reiterated the need for the word "weak" to be included before "uneven wage growth". Having only "uneven" included would be ambiguous as it could refer to wage growth not being weak. He acknowledged that while wage growth had been strong in the medical sector in some countries over the last two years as a result of the pandemic, that situation did not correspond to general trends of stagnant wage growth and a decoupling of wage growth from productivity growth in recent years. While he preferred the wording "weak

and uneven”, he could agree to the wording “uneven and mostly weak”, as proposed by the Government representative of Argentina.

180. The Government representatives of Canada, Australia, Oman, speaking on behalf of the GCC countries, the United States and France, speaking on behalf of the EU and its Member States, said they could agree to “uneven and mostly weak wage growth”, as proposed by the Government representative of Argentina.
181. The Worker Vice-Chairperson said that his group could also agree to the proposal by Argentina.
182. The amendment, as subamended, was adopted.
183. Four subsequent proposed amendments fell.
184. The Government representative of Canada, also on behalf of the Governments of the United Kingdom and the United States, and supported by the EU and its Member States, recalling the discussion on point 2, by which she had transferred an amendment to add a reference to labour abuses from point 2 to point 3, proposed a subamendment to insert “labour rights violations in global supply chains,” after “high informality”, in the list of labour market challenges enumerated in point 3.
185. The Worker Vice-Chairperson supported the proposed amendment.
186. The Employer Vice-Chairperson supported the inclusion of “labour rights violations in global supply chains”, but felt that, as a subset of violations with their root causes in the existence of global supply chains and not the labour market in general, it should not take such a prominent position in the list.
187. The Government representative of Canada said that, given the proportion of jobs around the world that global supply chains provided, and the severe scale of abuses in such jobs, as evidenced in the 2016 ILO report Decent work in global supply chains, produced for the 105th Session of the International Labour Conference, such abuses constituted a significant global labour market challenge and should be noted, along with informality, at the beginning of the list.
188. The Government representative of the United States supported the proposed amendment, and said that the protection of workers’ rights across supply chains was a policy priority for the current United States Administration.
189. The amendment was adopted.
190. The Government representative of the United States, also on behalf of the Governments of Canada and the United Kingdom, presented an amendment to insert “and competitive” between “inclusive” and “labour markets”. He wished to subamend the proposal, to replace “and competitive” by “well-functioning”.
191. The Government representative of France, speaking on behalf of the EU and its Member States, supported the amendment as subamended.
192. The Worker Vice-Chairperson also supported the amendment as subamended.
193. The Employer Vice-Chairperson proposed a further subamendment to insert “competitive and” before “well-functioning”.
194. The Government representative of the United States, supported by the Government representatives of Argentina, the United Kingdom, Türkiye, Norway and Zimbabwe did not support the Employers’ group’s subamendment.

195. The Employer Vice-Chairperson withdrew his further subamendment.
196. The amendment, as subamended by the Government representative of the United States, was adopted.
197. The Government representative of Canada, also on behalf of the Governments of the United Kingdom and the United States, introduced an amendment to insert “paid and” before “unpaid care work” to reflect the fact that women performed the majority of all care work and to highlight the need to address the gender dimension of informality.
198. The Worker Vice-Chairperson and the Employer Vice-Chairperson supported the amendment.
199. The amendment was adopted.
200. The Employer Vice-Chairperson introduced a proposed amendment to delete the reference to MSMEs, since it suggested that such enterprises were mostly informal or the cause of informality. On the contrary, MSMEs constituted 90 per cent of global businesses and represented 50 per cent of employment worldwide. They had an important role and must be supported. The reference in the current point was inappropriate.
201. The Worker Vice-Chairperson disagreed and said his group could not support the amendment. MSMEs were disproportionately represented in the informal economy, with over 800 million workers having been affected by the pandemic.
202. The Employer Vice-Chairperson suggested a subamendment to replace “including” by “having the most impact on”.
203. The Worker Vice-Chairperson disagreed; such a change would distort the original intention of the point.
204. The Government representative of Gabon, speaking on behalf of the Africa group, supported the view expressed by the Worker Vice-Chairperson and said that MSMEs were mostly informal and that addressing MSMEs was crucial in the transition from the informal to the formal economy.
205. The Government representative of Argentina, speaking on behalf of GRULAC, seconded by the Government representative of Canada, proposed a subamendment to include the reference to MSMEs but to replace “including” by “in particular”.
206. The Government representative of Qatar said she preferred the original text, unamended.
207. The Worker Vice-Chairperson and the Employer Vice-Chairperson said that they could support the amendment, as subamended by Argentina.
208. The amendment was adopted as subamended.
209. The Employer Vice-Chairperson presented an amendment to delete the last sentence of point 3. “Precarious and insecure forms of work” were not terms for which there was an internationally agreed definition and were not accepted ILO terminology. While he acknowledged that the terms “precarious” and “insecure” were used in the SDGs, those were aspirational and agreed by governments, not in tripartite consultation and were therefore not a good point of reference for ILO language. Clearly accepted language had been included in Recommendation No. 204. While the Centenary Declaration called for addressing informality and diverse forms of work arrangements, it did not assume a relationship of cause and effect between the two. The statement that such forms of work had further contributed to decent work deficits and informalization of formal employment was unsubstantiated. The sentence should therefore be deleted.

- 210.** The Worker Vice-Chairperson said that insecure forms of work were not related exclusively to the informal economy. In 2014, the meeting on non-standard forms of employment had resulted in a tripartite agreement on types of jobs in non-standard forms of employment, such as temporary work. He asked whether the fact that Goal 8 contained language mentioning “those in precarious employment” that had not been agreed in a tripartite forum meant that the ILO, as part of the United Nations family, would not be guided by them. The issue of precarious and insecure forms of work was raised and argued repeatedly in ILO meetings, yet the language was very clear.
- 211.** The Government representative of Argentina pointed out that only the words “precarious and” were in square brackets and should be subject to discussion. The rest of the sentence should be reinstated. He proposed a subamendment, “as well as precarious forms of work” after “various forms of discrimination”. The Government representative of Cuba seconded the proposal.
- 212.** The Government representative of France, speaking on behalf of the EU and its Member States, said that the EU and its Member States were very attached to the SDGs and hoped that they, and their accompanying targets, would be attained. The language proposed in the document was accepted in the United Nations context. To find a compromise without reopening the discussion, texts previously adopted in the ILO containing language agreed by all constituents should be used as a point of reference, without reopening old discussions. The General Discussion Working Party on inequalities and the world of work, for example, had accepted “insecure forms of work”.
- 213.** The Government representative of Canada agreed that “precarious and insecure forms of work” was acceptable language that had appeared in an expert report on non-standard forms of employment presented during Canada’s national employment policy discussions. Noting the concerns expressed by the Employers’ group, however, she suggested replacing “Precarious and insecure forms of work” by “Non-standard forms of employment”.
- 214.** The subamendment was seconded by the Government representative of the United States [, who also suggested adding “insecure” before “non-standard”, for the sake of clarity and a comprehensive approach. He also wished to replace “precarious” by “as well as insecure forms of work” after “various forms of discrimination”.
- 215.** The Worker Vice-Chairperson said his group would accept “insecure forms of work” in both instances.
- 216.** The Employer Vice-Chairperson agreed.
- 217.** The Government representatives of Türkiye, Australia and France, speaking on behalf of the EU and its Member States, also agreed.
- 218.** The amendment, as subamended by Argentina and subsequently by the United States, was adopted.
- 219.** A subsequent amendment was withdrawn by the Government representative of Türkiye.
- 220.** The Committee agreed to delete the remaining square brackets from the text.
- 221.** Point 3 was adopted as amended.

Points 4–6

- 222.** Points 4–6 were adopted.
- 223.** Part I, as a whole, was adopted as amended.

Part II. Guiding principles for coherent, comprehensive and integrated employment policy in a rapidly evolving world of work

Title

224. The title was adopted.

Point 7

225. The Government representative of the United Kingdom, speaking also on behalf of the Governments of Switzerland and the United States, introduced an amendment to insert “should” between “frameworks” and “aim”.
226. The Employer Vice-Chairperson and the Worker Vice-Chairperson agreed.
227. The amendment was adopted.
228. Point 7 was adopted as amended.

Point 8

229. The Employer Vice-Chairperson introduced an amendment to replace “are” by “should be” between “frameworks” and “guided by”.
230. The Worker Vice-Chairperson and the Government representatives of the Philippines, Türkiye, Gabon, speaking on behalf of the Africa group, and France, speaking on behalf of the EU and its Member States, supported the amendment.
231. The amendment was adopted.
232. The Government representative of Argentina, speaking on behalf of GRULAC, introduced an amendment by which the list of relevant ILO standards would be deleted. Member States had ratified different standards and instruments according to their national interests. Such a list could not be exhaustive and would have varying degrees of relevance to different Member States.
233. The Employer Vice-Chairperson agreed with the proposal. His group had submitted an identical amendment.
234. The Worker Vice-Chairperson said he could not support the proposed amendment. Eliminating a comprehensive list of relevant standards would weaken the text.
235. The Government representative of Gabon, speaking on behalf of the Africa group, was in favour of retaining the list and introduced an amendment for the inclusion of the Discrimination (Employment and Occupation) Convention, 1958 (No.111), in the list.
236. A discussion ensued in which the Employer Vice-Chairperson said that differing opinions on which standards should be included in the list, the very low ratification rates of some of those listed, conflicts between their provisions, and the restrictive nature of some of them meant that the list would not be of value to all. The chapeau was inclusive and should be sufficient. The Worker Vice-Chairperson countered that standards did not have to have been ratified to be a source of useful guidance. Despite low ratifications, the standards listed had not been deemed obsolete by the Standards Review Mechanism. Whether included in the running text or as an annex, the list would provide valuable guidance.
237. The deputy representative of the Secretary-General, responding to a request for guidance, said that the initial list proposed by the Office in the tentative conclusions focused on governance

standards (Convention No. 122 and Recommendation No. 169) and the two Recommendations (Nos 204 and 205) adopted since the previous recurrent discussion.

238. The Government representative of Türkiye supported the proposal to delete the list.
239. The Government representative of Oman, speaking on behalf of the GCC countries, wished to maintain the list, which added value, and was in line with the precedents set in previously adopted conclusions. She also supported the Africa group's proposed amendment.
240. The Government representatives of Canada and the United States understood the arguments in favour of the list of instruments, but preferred to delete it.
241. The Government representative of France, speaking on behalf of the EU and its Member States, and supported by the Employer Vice-Chairperson suggested a return to the original text prepared by the Office and submitted to the drafting group in the tentative conclusions. The list was clearly not exhaustive, as indicated by the word "including", which preceded it.
242. Following informal consultations, the Employer Vice-Chairperson said that the partners had agreed on a compromise text, comprising a list of standards to be included as follows: "the Employment Policy Convention, 1964 (No. 122), the Employment Policy Supplementary Recommendation, 1984 (No. 169), the Employment Promotion and Protection against Unemployment Convention, 1988 (No. 168), the Employment Service Convention, 1948 (No. 88), the Private Employment Agencies Convention, 1997 (No. 181), and the Employment Relationships Recommendation, 2006 (No. 198), along with the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204) and the Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), which were adopted after the second recurrent discussion in 2014".
243. The Government representatives of Argentina, France, speaking on behalf of the EU and its Member States, Gabon, speaking on behalf of the Africa group, and Qatar, speaking on behalf of the GCC countries, welcomed the consensus and accepted the proposed subamendment.
244. The amendment, as subamended, was adopted.
245. Two amendments subsequently fell.
246. The Committee agreed to remove any remaining square brackets from the text of point 8.
247. Point 8 was Adopted as amended.

Point 9

248. Point 9 was adopted.

Point 10

Chapeau

249. The chapeau was adopted.

Point 10(a)

250. Point 10(a) was adopted.

Point 10(b)

251. Point 10(b) was adopted.

Point 10(c)

- 252.** The Worker Vice-Chairperson introduced an amendment to delete the reference to full and productive employment and decent work, not because his group was opposed to full and productive employment and decent work, but because that goal was not a tool for creating comprehensive employment policy frameworks. In that context, it was more appropriate to refer to quality and quantity of employment.
- 253.** The Employer Vice-Chairperson, supported by the Government representative of Argentina, speaking on behalf of GRULAC, said that full and productive employment and decent work could perhaps be reinstated if the clause could be subamended to delete “both the quality and quantity of employment” and to delete “and their rights and employers’ rights”, and, after “while ensuring adequate protection to workers”, to add “including through guaranteeing a safe and healthy working environment”.
- 254.** The Worker Vice-Chairperson appreciated the spirit of compromise, but wished to subamend the proposal to maintain “Promoting both the quality and quantity of employment, while ensuring adequate protection to workers” and then add “and respect for their rights, including through guaranteeing a safe and healthy work environment.”.
- 255.** The Employer Vice-Chairperson objected to the reference to quality and quantity of employment, since those were not measurable and thus could not be linked to policy design. He also objected to the fact that the Workers’ group seemed determined to delete the reference to employers’ rights.
- 256.** The Government representative of the United States, the Government representative of the Central African Republic, speaking on behalf of the Africa group, and the Government representatives of Switzerland, Canada, France, Norway, Qatar, Brazil, Türkiye and Argentina all supported the Workers’ group proposal.
- 257.** The Employer Vice-Chairperson said he would not stand in the way of consensus, although he would like the Workers’ group to acknowledge that employers had rights. The Worker Vice-Chairperson responded that, indeed, employers had the right to bargain collectively with workers, though in the labour market it was workers who were at a disadvantage and needed their rights to be protected.
- 258.** The amendment, as subamended by the Workers’ group, was adopted.
- 259.** Seven amendments subsequently fell.
- 260.** Point 10(c) was adopted as amended.
- 261.** The Government representative of the United Kingdom expressed concern that the virtual hand he had raised on Zoom to introduce subamendments on point 10(c), had been overlooked and consequently his Government had been unable to express its views, which was not in line with the principle of full and equal participation.

Point 10(d)

- 262.** Point 10(d) was adopted.

Point 10(e)

- 263.** The Government representative of Egypt, speaking on behalf of the Africa group, introduced an amendment to insert “, reskilling” after “employability”, with the intention of drawing attention to vocational training and transformational training.

264. The Worker Vice-Chairperson supported the amendment.
265. The Employer Vice-Chairperson supported the addition, but suggested it would be better placed after “skills development”.
266. The Government representative of Gabon, speaking on behalf of the Africa group, said that his group could support the subamendment.
267. The Government representatives of Zimbabwe and Canada, and the Government representative of France, speaking on behalf of the EU and its Member States, supported the amendment as subamended by the Employers’ group.
268. The Worker Vice-Chairperson also accepted the subamendment.
269. The amendment, as subamended, was adopted.
270. The Government representative of Egypt withdrew an amendment to insert, at the end of the point, a new sentence to read, “Recognizing the importance of continuing education, vocational and transformational training in maintaining the sustainability of enterprises and strengthening the resilience of economies.”
271. Point 10(e) was adopted as amended.

Point 10(f)

272. The Government representative of Gabon, speaking on behalf of the Africa group, withdrew an amendment to insert “sustainability and” before “sustainable enterprise development”.
273. The Government representative of Egypt, seconded by the Government representative of Oman, introduced an amendment to replace “sustainable enterprise development” by “the sustainability of enterprises”. In the spirit of the 2030 Agenda for Sustainable Development and leaving no one behind, the text should not only refer to the development of new sustainable enterprises, but should encourage all enterprises to become sustainable.
274. The Employer Vice-Chairperson proposed a subamendment to replace “the sustainability of enterprises” by “business sustainability and sustainable enterprise development”.
275. The Worker Vice-Chairperson said that since the original wording was previously agreed text from the 2007 Conclusions concerning the promotion of sustainable enterprises, he did not support either the amendment or the subamendment.
276. The Employer Vice-Chairperson said that, given the comments made by the Workers’ group, his group wished to withdraw its subamendment and would not support the amendment.
277. The Government representatives of Argentina, speaking on behalf of GRULAC, and France, speaking on behalf of the EU and its Member States, both considered that the concerns raised by the Government representative of Egypt were, in fact, met by the original text. The amendment would therefore not be necessary.
278. The Government representative of Oman said that clarity was required for the purposes of translation into Arabic. She therefore proposed a subamendment to replace “sustainable enterprise development” by “the sustainable development of enterprises”.
279. The subamendment received broad government support.
280. The amendment, as subamended, was adopted.
281. Point 10(f) was adopted as amended.

Point 10(g)

282. Point 10(g) was adopted.

Point 10(h)

283. The Government representative of Argentina, speaking on behalf of GRULAC, proposed an amendment to add “and evaluation” after “monitoring”.

284. The Employer Vice-Chairperson and the Worker Vice-Chairperson both agreed to the amendment, which also received the support of the Government representative of Gabon, speaking on behalf of the Africa group, and the Government representative of France, speaking on behalf of the EU and its Member States.

285. The Government representative of the United Kingdom suggested an editorial subamendment.

286. The amendment, as subamended, was adopted.

287. Point 10(h) was adopted as amended.

Point 10(i)

288. Point 10(i) was adopted.

Point 10(j)

289. Point 10(j) was adopted.

Point 10(k)

290. The Worker Vice-Chairperson introduced an amendment to insert “adequately regulating artificial intelligence and algorithmic management and” between “while” and “tackling the digital divide”. Artificial intelligence and algorithmic management were very important new technologies and their use was not only creating a new labour market but also fundamentally changing how traditional companies were being run. They were developing rapidly and, as such, regulation had not kept pace. A significant amount of data on workers was being collected, over which they had no control. Data was at the core of algorithmic management practices, which meant that hiring and firing decisions were made autonomously by means of artificial intelligence without any human input. Such practices had increased significantly during the COVID-19 pandemic, and were calling the relationship between managers and workers into question.

291. The Employer Vice-Chairperson expressed disappointment that the Workers’ group had introduced a substantive amendment that had not been discussed in the drafting group, where it could have been debated at length. The matter was one for a policy debate, which went beyond the scope of the Committee. Digitalization was, of course, an important matter, but the current forum was not appropriate for that discussion. He proposed a subamendment to the effect that the point would read, “Harnessing the fullest potential of technological progress and productivity growth, including through social dialogue to achieve decent work and sustainable development, and tackling the digital divide both within and between countries.”.

292. The Worker Vice-Chairperson added that the matter of artificial intelligence and algorithmic management had been under discussion in various ILO forums since 2015 and as such was not a new issue. Its impacts on the labour market were rapidly gaining pace and the current

discussion was indeed an appropriate time to address the matter. His group could not support the subamendment proposed by the Employers.

- 293.** The Government representative of Argentina agreed that the issue was particularly important, but, since it had not been discussed in the drafting group he could not support either the amendment or the subamendment.
- 294.** The Government representative of France, speaking on behalf of the EU and its Member States, said that artificial intelligence and algorithmic management practices was a particularly interesting and pertinent subject, which merited a lengthy technical and policy debate. While the concerns of the Workers' group were understandable, the matter was too specific for inclusion in point 10 of the draft conclusions, which was on guiding principles for employment policy. The most suitable solution in the current circumstances would be to leave the original draft text unamended.
- 295.** The Government representative of the United Kingdom agreed that the subject was too broad to be included in the current point.
- 296.** The Government representative of Canada, supported by the Government representative of the United States, said that she could support the amendment proposed by the Workers' group. The use of big data and algorithmic management, especially in digital labour platforms, were the subject of numerous reports by the ILO and other organizations, which indicated that such technologies were being used to tighten human resources management, and were thus linked to decent work conditions. There were clear connections between technological progress and the use of technologies to control working time and workers' performance and productivity, in particular for gig and platform workers. Language to reflect those changes would be welcome.
- 297.** The Employer Vice-Chairperson withdrew his subamendment and expressed a preference for retaining the original draft, as presented by the Office.
- 298.** The Worker Vice-Chairperson, acknowledging that his group's proposal had not been discussed in the drafting group, suggested a subamendment to read, "adequately assessing the impacts of artificial intelligence and algorithmic management on working conditions".
- 299.** The Employer Vice-Chairperson did not support the subamendment.
- 300.** The Government representative of Gabon, speaking on behalf of the Africa group, and the Government representative of Argentina said they would prefer to retain the original language.
- 301.** The Government representative of France, speaking on behalf of the EU and its Member States, suggested that the proposed reference to artificial intelligence and algorithmic management practices could be taken up in the discussion on point 11(c) on technological change, where it might be more appropriately placed. The original drafting of point 10(k) could then be retained.
- 302.** The Government representative of Oman, speaking on behalf of the GCC countries, supported that suggestion.
- 303.** The Worker Vice-Chairperson said he could also support that suggestion, which constituted a good compromise. He could therefore agree to retaining the original drafting of point 10(k) and withdrew the subamendment.
- 304.** Point 10(k) was adopted.

Point 10(l)

305. Point 10(l) was adopted.

Point 10(m)

306. The Worker Vice-Chairperson introduced an amendment to insert “, particularly collective bargaining,” between “social dialogue” and “and policy development”. The ILO flagship *Social Dialogue Report 2022: Collective bargaining for an inclusive, sustainable and resilient recovery* also emphasized that collective bargaining was linked to fair wages and better working conditions, including for vulnerable groups. Globally, collective bargaining only covered over one third of workers.
307. The Employer Vice-Chairperson did not support the amendment. While he was very much in favour of collective bargaining, the part of the conclusions on policy development was not the appropriate place to mention it. He proposed a subamendment to read, “including on collective bargaining, the strengthening of the advocacy capacities and independence of workers’ and employers’ organizations, and other forms of social dialogue for the construction of comprehensive, coherent and integrated policy frameworks”.
308. The Worker Vice-Chairperson said he could accept, “including on collective bargaining, the strengthening of the advocacy capacities and independence of workers’ and employers’ organizations, and other forms of social dialogue.”
309. The Employer Vice-Chairperson could not agree. The original text had been agreed by the drafting group. An evidence base was needed to support social dialogue and policy development. He suggested returning to the original text, without amendment.
310. The Government representative of Argentina suggested a subamendment to read, “including collective bargaining and policy development”.
311. The Worker Vice-Chairperson supported the subamendment proposed by the Government representative of Argentina, which also received the support of the Government representatives of France, speaking on behalf of the EU and its Member States, and Gabon, speaking on behalf of the Africa group, as well as the Government representatives of Norway, Kenya, Brazil, the United Kingdom and Ghana.
312. The Employer Vice-Chairperson said his group could accept the subamendment.
313. The amendment was adopted as subamended.
314. Point 10(m) was adopted as amended.

Point 10(n)

315. Point 10(n) was adopted.
316. Point 10, as a whole, was adopted as amended
317. Part II, as a whole, was adopted as amended.

Part III. Strengthening, adapting and implementing comprehensive employment policy frameworks

Title

318. The title was adopted.

Point 11

Chapeau

- 319. The Employer Vice-Chairperson introduced an editorial amendment to the chapeau of point 11, to insert “, and” between “as appropriate” and “in view of”.
- 320. The Worker Vice-Chairperson supported the amendment, as did the Government representatives of Canada, Switzerland and Norway.
- 321. The amendment was adopted.
- 322. The chapeau was adopted as amended.

Point 11(a)

- 323. The Government representative of the Islamic Republic of Iran, seconded by the Government representative of China, proposed an amendment to insert “, environmental” after “economic”.
- 324. The Worker Vice-Chairperson supported the amendment.
- 325. The Employer Vice-Chairperson supported the amendment, and wished to subamend it to add “, health, geopolitical” after “environmental”.
- 326. The Worker Vice-Chairperson supported the subamendment, which also received the support of the Government representatives of Argentina, Türkiye and France, speaking on behalf of the EU and its Member States.
- 327. The amendment was adopted as subamended.
- 328. Point 11(a) was adopted as amended.

Point 11(b)

- 329. The Government representative of the Islamic Republic of Iran, seconded by the Workers’ group, introduced an amendment to insert “environmental,” between “sectoral,” and “trade,”.
- 330. The Employer Vice-Chairperson said that he agreed to the inclusion of “environmental” but that it should be placed at the end of the list, before “policies”.
- 331. The Worker Vice-Chairperson said that he could accept the proposed amendment as submitted by the Islamic Republic of Iran.
- 332. The amendment was also supported by the Government representatives of the United States, Argentina and Türkiye.
- 333. The Employer Vice-Chairperson withdrew his subamendment.
- 334. The amendment was adopted.
- 335. Point 11(b) was adopted as amended.

Point 11(c)

- 336. The Employer Vice-Chairperson introduced an amendment to delete point 11(c). The point would open a policy debate and pre-empt the work of the forthcoming meeting of experts on decent work in the platform economy. Moreover, in many countries, court rulings were pending, which might contradict the text. He proposed acknowledging the issue by quoting the Centenary Declaration, which was comprehensive and had already been agreed by the

tripartite constituents. He therefore wished to propose a subamendment, redrafting the clause to read, “While harnessing the fullest potential of technological progress and digitalization, including platform work, to create decent jobs and sustainable enterprises, enabling broad social participation in its benefits and addressing its risks and challenges.”.

- 337.** The Worker Vice-Chairperson said that platform work had been debated for many years in the ILO, including in the Governing Body. The clause did not risk pre-empting any conclusions of the forthcoming meeting of experts. Working conditions and access to rights were often problematic for platform workers. He could not, therefore, support the proposal to delete the clause. Instead, he introduced a subamendment to restore the text as proposed by the Office, and add at the end “, and that the impact of artificial intelligence and algorithmic management on working conditions are adequately addressed.”. Technology was advancing rapidly; the issue was pertinent and should be included in the current conclusions.
- 338.** The Government representative of Argentina, speaking on behalf of GRULAC, supported by the Government representative of France, speaking on behalf of the EU and its Member States, noted that artificial intelligence and algorithmic management, while important, had not been addressed in the drafting group and warranted a lengthy and detailed discussion. It was therefore preferable not to include those aspects in the current text.
- 339.** The Government representative of Canada supported the subamendment proposed by the Workers’ group. The decent work impacts of human resource management in the platform economy were well documented.
- 340.** The Government representative of the United States supported the subamendments presented by both the Employers’ and the Workers’ groups.
- 341.** The Government representative of Argentina, speaking on behalf of GRULAC, could not support either of the subamendments, and wished to retain the original clause, as presented by the Office.
- 342.** The Government representative of France, speaking on behalf of the EU and its Member States, noted that the Employers’ subamendment resembled the text already agreed under point 10. Given the rising importance of platform work and artificial intelligence, he preferred the text as subamended by the Workers’ group.
- 343.** The Government representative of Gabon, speaking on behalf of the Africa group, supported the inclusion of worker protection and occupational safety and health, and therefore supported the Workers’ proposal.
- 344.** The Employer Vice-Chairperson proposed a further subamendment to include language from the Global Call to Action by adding after “risks and challenges” the words, “including the impact of artificial intelligence and algorithmic management on working conditions and intellectual property, data protection and cybersecurity”.
- 345.** The Worker Vice-Chairperson said that, given the seemingly broad support from the governments for the original Office text, on which the Workers’ proposal was largely based, he would consider his group’s concerns met, and would withdraw his group’s subamendment related to artificial intelligence and algorithmic management.
- 346.** The Government representatives of the United Kingdom, Canada and Qatar on behalf of the GCC countries, expressed support for the Office text.
- 347.** The Employer Vice-Chairperson agreed to accept the original Office text. He was disappointed, however, that his efforts to achieve consensus had been rebuffed.

348. The amendment was rejected.

349. Point 11(c) was adopted.

Point 11(d)

350. The Employer Vice-Chairperson introduced an amendment to delete “all” before “workers” and “regardless of their employment status” before “enjoy adequate protection.”. Given that 11 amendments had been submitted to clause (d), however, he preferred to seek a compromise. He therefore wished to subamend, to reinstate “all”, in line with amendments proposed by GRULAC and the Employers’ group. The word “their” should be deleted before “fundamental rights”, in line with a subsequent amendment also submitted by his group. He proposed deleting “including freedom of association and collective bargaining”, in line with an amendment submitted by the Governments of the United Kingdom, United States and Switzerland. Freedom of association and the right to collective bargaining were already encompassed in “fundamental rights”. Reference to “working time” should be maintained, while recognizing that in the current context, flexibility was required. He therefore proposed a further subamendment to read, “including adequate, flexible working time arrangements” after “working time”, in line with a subsequent amendment submitted by GRULAC.
351. The Worker Vice-Chairperson agreed that it was helpful to discuss all 11 amendments together. He disagreed with the deletion of “all”: the Centenary Declaration underlined that all workers should be entitled to social protection. Both the Global Call to Action and the Conclusions concerning inequalities and the world of work included reference to fundamental principles and rights at work being “guaranteed to all workers, regardless of their employment relationship”. The wording should therefore also be included in the present conclusions. He therefore proposed a subamendment to add “regardless of their employment relationship” after “all workers”.
352. The clause focused on four aspects: fundamental rights; adequate minimum wages; maximum limits on working time; and safety and health at work, all of which were clearly mentioned in the Centenary Declaration and the report of the Global Commission on the Future of Work, *Work for a brighter future*. The language should therefore be kept, also reaffirming the importance of working time and of freedom of association and collective bargaining. Lastly, his group wished to add “rights” after “freedom of association and collective bargaining”.
353. The Employer Vice-Chairperson said that the Workers’ group’s proposal was not a compromise.
354. The Worker Vice-Chairperson countered that his proposal had incorporated several of the amendments on the table, including those submitted by the Governments of the United States, the United Kingdom and Switzerland.
355. The Government representative of the United Kingdom agreed in part with both the Workers’ suggested subamendments and those of the Employers’ group. The text should align with the Centenary Declaration, which stated that “All workers should enjoy adequate protection in accordance with the Decent Work Agenda, taking into account: (i) respect for their fundamental rights; (ii) an adequate minimum wage, statutory or negotiated; (iii) maximum limits on working time; and (iv) safety and health at work.”.
356. The Governments of the United Kingdom, Switzerland and the United States, supported by the Government representative of Saudi Arabia, speaking on behalf of the GCC countries, supported the proposal to delete “regardless of their employment status”, after “all workers”, which was in line with a joint amendment that they had submitted. Fundamental rights included freedom of association and collective bargaining, specific reference to which could

therefore be deleted. They also supported the Workers' proposal to delete "adequate" and "arrangements". The words "maximum limits on working time; and safety and health at work", were in line with the Centenary Declaration and should be maintained.

357. The Worker Vice-Chairperson said that "regardless of their employment status" must be included; it was taken directly from the ILO Global Call to Action, covered insecure forms of work and contributed to extending social protection to workers regardless of their employment relationship.
358. The Government representative of Argentina, speaking on behalf of GRULAC, said that, in a spirit of consensus, his group could agree to delete "freedom of association and collective bargaining", as proposed by the Governments of the United Kingdom, the United States and Switzerland.
359. The Government representative of France, speaking on behalf of the EU and its Member States, supported by the Government representative of Canada, said that although it seemed redundant after "all workers", the inclusion of "regardless of their employment status" could be accepted.
360. The Government representative of Australia said that while flexible, the wording suggested by the Workers' group offered broader protection for workers and was therefore preferable.
361. The Employer Vice-Chairperson said, although there was sufficient support for the proposal to delete "regardless of employment status", in a spirit of consensus, his group could also support its inclusion.
362. The Worker Vice-Chairperson thanked the governments that had understood and supported the inclusion of a broader protection.
363. The amendment was adopted as subamended.
364. Subsequently, ten amendments fell.
365. Point 11(d) was adopted as amended.

Point 11(e)

366. The Employer Vice-Chairperson introduced an amendment to delete the clause, the content of which had already been discussed. His group had already presented its views on "precarious and insecure forms of work". The clause was biased and gave the impression that the majority of employment relationships were misclassified. The classification of workers must be addressed at the national level, taking into account country-specific contexts and criteria.
367. The Worker Vice-Chairperson did not support the amendment. The clause had been proposed originally by the Workers' group and had received the broad support of governments, who had agreed on the need to address misclassifications. In the digital era, there were instances of misclassification of workers' engagement, since the development of classifications was not keeping pace with developments in worker engagement. As a result, some platform workers, classified as independent contractors, were not guaranteed fundamental rights, such as the right to collective bargaining. In the spirit of compromise, the Workers' group proposed a subamendment to delete "precarious and" from the original drafting.
368. The Employer Vice-Chairperson did not accept the word "misclassification" as it assumed wrongdoing. He proposed a further subamendment to replace "misclassification" by "challenges regarding classification", which was in line with the Employment Relationship Recommendation, 2006 (No. 198).

- 369. The Worker Vice-Chairperson proposed a further subamendment to replace “addressing the misclassification of” by “ensuring the correct classification of”, to align the text with the wording used in point 13(j) of the Conclusions concerning the second recurrent discussion on social protection (social security), adopted by the International Labour Conference at its 109th Session in 2021.
- 370. The Employer Vice-Chairperson supported the subamendment.
- 371. The Government representative of Canada said that she could support the subamendment although she would prefer the original text.
- 372. The amendment was adopted as subamended.
- 373. Two amendments subsequently fell.
- 374. Point 11(e) was adopted as amended.

Point 11(f)

- 375. The Government representative of the Islamic Republic of Iran proposed an amendment to insert “, especially in the informal sector,” after “medium-sized enterprises”.
- 376. The amendment was rejected.
- 377. Point 11(f) was adopted.

Point 11(g)

- 378. The Government representative of Gabon, speaking on behalf of the Africa group, withdrew an amendment to delete “significant employer and” after “public sector as a”.
- 379. The Employer Vice-Chairperson introduced an amendment to delete “a significant” before “employer” and explained that the role of the public sector as an employer and its share of employment varied widely depending on the country context. His group had also submitted a second amendment, to replace “and provider of” by “to provide productive employment and” before “quality public services”.
- 380. The Worker Vice-Chairperson did not support the first amendment proposed by the Employers’ group, but could accept the second. The State was the largest employer in many countries, and in OECD countries provided on average around 21 per cent of jobs, which was significant. Effective public employment could reduce unemployment, play a stabilizing role in times of crisis, and increase demand in other sectors.
- 381. The Employer Vice-Chairperson disagreed. In some countries, the share of employment in the public sector was below the OECD average. “Significant” overestimated the role of the public sector in those countries. He agreed that the public sector should, irrespective of the size of its share of employment, provide productive employment.
- 382. The Government representative of France, speaking on behalf of the EU and its Member States, recalled that the Centenary Declaration made several references to the State as a “significant” employer. He supported the original text proposed by the Office.
- 383. The Government representatives of Oman and Egypt supported the amendment by the Employer Vice-Chairperson to delete “significant”.
- 384. The Worker Vice-Chairperson preferred the original text, but as a compromise proposed that “significant” should be replaced by “large” or “important”.

- 385.** The Employer Vice-Chairperson disagreed, and proposed a further subamendment to add “in many countries”, after “significant employer”.
- 386.** The Worker Vice-Chairperson did not support the subamendment.
- 387.** The Government representative of Canada agreed with the deletion of “significant”. She did not support the addition of “to provide productive employment”, which she cautioned would open up further discussion on other classifiers, such as fair employment. She preferred the original text.
- 388.** The Government representative of Argentina proposed a further subamendment to read, “Support the public sector, taking into account its role as a significant employer and provider of quality public services.”, to focus on the role of the public sector as an employer rather than on its role in general. Quality public services were essential.
- 389.** The Worker Vice-Chairperson, the Government representative of France, speaking on behalf of the EU and its Member States, the Government representative of the United States, the Government representative of Norway, and the Government representative of the United Kingdom reiterated their preference for the original text, which was based on the Centenary Declaration.
- 390.** Both amendments were therefore rejected.
- 391.** Point 11(g) was adopted.

Point 11(h)

- 392.** Point 11(h) was adopted.

Point 11(i)

- 393.** Point 11(i) was adopted.

Point 11(j)

- 394.** The Government representative of Argentina, speaking on behalf of GRULAC, proposed an amendment to delete “adequate” before “fair”, and “and non-discriminatory” after “fair”. The words “in accordance with national law and practices” were sufficient.
- 395.** The Worker Vice-Chairperson said that he did not support the deletion of “adequate”; according to the most recent *ILO Global Wage Report 2020/21*, some minimum wages were set below the poverty line. Six million workers worldwide were denied minimum wages because of restrictive laws and non-compliance. The term “non-discriminatory” should be included: the majority of unpaid work was still performed by women, frequently in a full-time capacity. He proposed a subamendment to delete “in accordance with national law and practices grounded in social dialogue and tripartite cooperation”, delete “social dialogue, including” and delete “thereby taking into account the autonomy of social partners.”. The clause would thus read “Policies for adequate, fair and non-discriminatory wages and wage adjustment mechanisms through the provision of minimum living wages, statutory or negotiated, and support for collective bargaining at all levels and tripartite cooperation”.
- 396.** The Employer Vice-Chairperson said that his group had also submitted an amendment to delete “adequate”, and would support the deletion of “non-discriminatory”, since they were encompassed by “fair”. He could not accept “living wage” and therefore wished to retain “minimum wage”. He also wished to retain a reference to “the autonomy of social partners”.

- 397.** The Government representative of Argentina, speaking on behalf of GRULAC, expressed his group's flexibility on the topic of adequate wages. Fair wages were, by definition, non-discriminatory. Regarding "adequate", the Employers, as the payers of wages, should be heard. "National law and practices" should be retained. The concept of living wages was problematic for some GRULAC countries and should therefore be avoided.
- 398.** The subamendment proposed by the Workers' group was rejected.
- 399.** The Employer Vice-Chairperson supported the original amendment.
- 400.** The Worker Vice-Chairperson and the Government representatives of France, speaking on behalf of the EU and its Member States, Australia, Canada, and Gabon, speaking on behalf of the Africa group, did not support the amendment.
- 401.** The Government representative of Argentina, speaking on behalf of GRULAC, withdrew the amendment. The identical amendment submitted by the Employers' group was deemed to have been rejected.
- 402.** The Government representative of Argentina, speaking on behalf of GRULAC, presented an amendment, for the purposes of simplification, to delete "grounded in social dialogue and tripartite cooperation" and "social dialogue, including".
- 403.** The Worker Vice-Chairperson supported the amendment, provided that the subsequent reference to "collective bargaining at all levels and tripartite cooperation" was retained.
- 404.** The amendment was adopted.
- 405.** A subsequent amendment fell.
- 406.** The Government representative of France, speaking on behalf of the EU and its Member States, introduced an amendment, also on behalf of the Government of the United States, to delete "in accordance with national law and practices" and "and support for social dialogue, including collective bargaining at all levels and tripartite cooperation thereby taking into account the autonomy of social partners". The amendment also added ", including collective bargaining," after "grounded in social dialogue".
- 407.** The Worker Vice-Chairperson said he could not accept the deletion of "collective bargaining at all levels and tripartite cooperation".
- 408.** The Government representative of France, speaking on behalf of the EU and its Member States, clarified that the proposal for deletion was to reduce repetition in point 11. The EU and its Member States had submitted a further amendment to add "adequate" before "minimum" and delete "living" before "wages".
- 409.** The Worker Vice-Chairperson introduced a subamendment to delete ", including collective bargaining and tripartite cooperation". He could accept "adequate minimum wages". The clause should read: "Policies for adequate fair and non-discriminatory wages and wage adjustment mechanisms through the provision of adequate minimum wages, statutory or negotiated, and support for collective bargaining at all levels and tripartite cooperation.".
- 410.** The Government representative of Argentina expressed his willingness to be flexible with regard to the words "fair wages" and "adequate and non-discriminatory". However, "in accordance with national law and practices" should be retained, and had been omitted in the Workers' proposal. He proposed a subamendment to reintroduce "in accordance with national law and practices" after "wage adjustment mechanisms".
- 411.** The Employer Vice-Chairperson expressed willingness to accept the Workers' proposal.

- 412. The Government representative of the United States agreed with the Workers' proposal. Regarding the proposal by GRULAC, although the language in question was already included in the chapeau, in a spirit of compromise he could accept its inclusion in the clause.
- 413. The Government representative of France, speaking on behalf of the EU and its Member States, and the Worker Vice-Chairperson supported the text as proposed by the Government representative of Argentina.
- 414. The amendment was adopted as subamended.
- 415. Five amendments subsequently fell.
- 416. Point 11(j) was adopted as amended.

Point 11(k)

- 417. The Employer Vice-Chairperson withdrew an amendment to delete point 11(k).
- 418. The Government representative of Argentina, speaking on behalf of GRULAC, proposed the deletion of "such as the promotion of transparency, due diligence, grievance and remediation", which was inconsistent with the objectives of the point.
- 419. The Employer Vice-Chairperson supported the amendment.
- 420. The Worker Vice-Chairperson did not support the amendment. Due diligence and remedies were key aspects of the United Nations Guiding Principles on Business and Human Rights, as well as the MNE Declaration. Transparency was key to accountability in global supply chains. Labour rights abuses were widespread in global supply chains. For example, the rights to collective bargaining and freedom of association were often restricted in export processing zones.
- 421. The Government representative of France, speaking on behalf of the EU and its Member States, said that transparency, due diligence and the other elements proposed for deletion were important and should be retained. He did not support the amendment.
- 422. The Government representative of Oman, speaking on behalf of the GCC countries, did not support the amendment.
- 423. The Employer Vice-Chairperson agreed that the wording should be aligned with the United Nations Guiding Principles on Business and Human Rights to ensure policy coherence. The issue of due diligence needed to be discussed further during the forthcoming meeting of the tripartite working group on options to ensure decent work in supply chains. Moreover, the ILO Declaration on Social Justice for a Fair Globalization provided that labour standards should not be used for protective purposes, which might negatively impact the economic development of certain countries. In the spirit of compromise, he proposed a subamendment to add, after "Policies", "such as the promotion and support of transparency, human rights due diligence in line with the United Nations Guiding Principles on Business and Human Rights and the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration), grievance and remediation."
- 424. Following informal consultations, the Worker Vice-Chairperson announced a tentative agreement between the social partners on point 11(k).
- 425. The Employer Vice-Chairperson presented a subamendment to revise the clause to read, "Policies to improve decent work outcomes of trade and supply chains, including promoting implementation of the United Nations Guiding Principles on Business and Human Rights and the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social

Policy (MNE Declaration), including in relation to transparency, human rights due diligence, grievance and remedy; and advancing respect for fundamental principles and rights at work, occupational safety and health, adequate minimum wages, maximum limits on working time, and the provision of stable employment.”.

- 426. The Government representative of France, speaking on behalf of the EU and its Member States, welcomed the proposal and proposed a subamendment to add “statutory or negotiated” after “adequate minimum wages”.
- 427. The Employer Vice-Chairperson agreed.
- 428. The amendment was adopted as subamended.
- 429. Two amendments subsequently fell.
- 430. Point 11(k) was adopted as amended.

Points 11(l)–11(n)

- 431. Points 11(l)–11(n) were adopted.

Point 11(o)

- 432. The Government representative of the United Kingdom, speaking also on behalf of the Government representatives of Canada and the United States, introduced an amendment to insert “towards inclusive and environmentally sustainable economies, including in the circular economy and decent work” between “just transition” and “for all”, and to delete the second sentence of the clause. The amendment provided a concise definition of just transition, included a reference to the circular economy and covered occupational safety and health, which was encompassed in “decent work”.
- 433. The Worker Vice-Chairperson said that his group could accept the amendment and wished to propose a subamendment to add a second sentence, to read, “Occupational safety and health for all workers should be ensured, including in the green and circular economy.”.
- 434. The Employer Vice-Chairperson supported the amendment, as subamended by the Worker Vice-Chairperson.
- 435. The Government representative of the United Kingdom reiterated that he considered occupational safety and health to be included in the concept of “decent work” but would not stand in the way of consensus and could accept the subamendment proposed by the Workers’ group.
- 436. The Government representative of Argentina, speaking on behalf of GRULAC, said that, in light of the discussion, he wished to withdraw a subsequent amendment proposed by GRULAC to delete the second sentence of the clause. His group could accept the amendment proposed by the Government representative of the United Kingdom and wished to further subamend the second sentence proposed by the Workers’ group, to delete the words, “including in the green and circular economy”, since the circular economy had already been mentioned earlier in the clause and “green economy” was not internationally agreed terminology.
- 437. The Worker Vice-Chairperson said that the proposal to include a reference to the green economy had been made to address concerns raised by the EU in the drafting group.
- 438. The Government representative of Argentina, supported by the Government representative of Cuba, reiterated that there was no internationally agreed definition of “green economy”.

- 439.** The Government representative of France, speaking on behalf of the EU and its Member States, expressed surprise at the objections raised by GRULAC, since the term “green economy” was widely employed in discussions in the United Nations context, and while not legally defined, had become a well-used and well recognized term. An entire section of the ILO website was dedicated to planning the road to a green economy. Given that the green economy was a significant source of employment, it would be a shame to not include it in conclusions on the recurrent discussion on employment. The EU and its Member States were therefore in favour of the amendment, as subamended by the Workers’ group.
- 440.** The Government representatives of the United States, Gabon, speaking on behalf of the Africa group, and Japan, speaking on behalf of the Asia and Pacific group (ASPAG), expressed their support for the amendment as subamended by the Workers’ group.
- 441.** The Worker Vice-Chairperson pointed out that the text agreed in point 11(b) referred to green economies. His group was strongly in favour of keeping the reference in point 11(o). The term was already widely used in ILO documents and discussions.
- 442.** The Government representative of Argentina, speaking on behalf of GRULAC, expressed disappointment that the text would not be based on internationally accepted terminology, but said that he would not stand in the way of consensus and therefore withdrew his subamendment.
- 443.** The amendment, as subamended by the Workers’ group, was adopted.
- 444.** Two subsequent amendments fell.
- 445.** The remaining square brackets were removed from the clause.
- 446.** Point 11(o) was adopted as amended.

Point 11(p)

- 447.** The Government representative of Algeria, speaking on behalf of the Africa group, introduced an amendment to delete both occurrences of “gender” in clause (p), preferring to keep the term “sex”. The French version of the text was being widely used by the Africa group and contained some duplication, since “sex” was translated as “between men and women”. The wording should be aligned with that of Convention No. 111, which, at the request of his group, had been introduced into the list of standards in point 8.
- 448.** Following clarification from the deputy representative of the Secretary-General, the Government representative of Algeria, speaking on behalf of the Africa group, agreed that the French translation of the text could be discussed; since the English text prevailed over the other language versions, he would not insist on further discussion of the amendment his group had proposed.
- 449.** The amendment was therefore rejected.
- 450.** Six subsequent amendments fell.
- 451.** At the invitation of the Chairperson, the Worker Vice-Chairperson presented a revised version of point 11(p), which had been negotiated between the social partners and represented a compromise, to read: “Gender-responsive employment policies to tackle gender inequalities and boost women’s participation in the labour market, including policies to address gender-based occupational segregation, through policies to ensure equal pay for work of equal value, measures to ensure work-life balance and policies to address the unequal division of caring responsibilities, including through adequate maternity and parental leaves, and the provision

of affordable quality care services, mainstreaming gender empowerment policies into the core of the public and private sphere, and combatting violence and harassment in the world of work.” He added that his group wished to subamend, to include “paid” between “adequate” and “maternity”.

452. The Employer Vice-Chairperson said that maternity and parental leave was not necessarily paid by employers, but in some cases was paid by State subsidy. He therefore wished to subamend the text to read, “paid and/or unpaid” before “maternity and parental leaves”.
453. The Government representative of France, speaking on behalf of the EU and its Member States, the Government representative of Gabon, speaking on behalf of the Africa group, the Government representative of Argentina, speaking on behalf of GRULAC, and the Government representative of Switzerland welcomed the efforts made by the social partners to find a compromise. Regarding the subamendments proposed, they expressed a preference for “paid” maternity and parental leave.
454. The Government representative of the United States supported the text as presented by the Workers’ group, without any reference to paid or unpaid leave.
455. The Employer Vice-Chairperson said he could agree to withdraw his subamendment to add “and/or unpaid”, provided that the Workers’ group also withdrew their subamendment to add “paid”.
456. The Worker Vice-Chairperson agreed. The text would therefore read “adequate maternity and parental leaves”.
457. It was so agreed.
458. The Government representative of Switzerland, seconded by the Government representative of Canada, proposed a subamendment to add, “, including gender-based violence and harassment,” between “violence and harassment” and “in the world of work”.
459. The Worker Vice-Chairperson and the Employer Vice-Chairperson said they could accept that subamendment, which was also supported by the Government representative of the United Kingdom.
460. The Government representative of the United States, seconded by the Government representative of the United Kingdom, wished to introduce a subamendment to replace “ensure” before “work-life balance” by “promote”, since it was particularly difficult for policies to ensure a work-life balance.
461. The Worker Vice-Chairperson strongly opposed that subamendment.
462. The Government representative of the United States said he would not stand in the way of consensus and would therefore withdraw his subamendment.
463. The amendment, as subamended by the Government representative of Switzerland, was adopted.
464. Eight amendments subsequently fell.
465. The remaining square brackets were removed from point 11(p).
466. Point 11(p) was adopted as amended.

Point 11(q)

- 467.** The Employer Vice-Chairperson introduced an amendment to delete clause (q). The current discussion was too specific to take into consideration all the policy implications of work-life balance. The wording implied a worker's right to request flexible working arrangements, while there was no mention of an employer's right to decide which positions were appropriate for telework. Given that four other amendments had been submitted on the clause, in seeking compromise he proposed a subamendment to keep the spirit of the Office text, while removing the contentious elements that would require a policy debate. The clause would read, "Measures to support work-life balance, through appropriate regulatory frameworks for flexible working arrangements, including telework, remote work, flexi-time, part-time work, among others."
- 468.** The Worker Vice-Chairperson considered flexible work and telework important tools to improve work-life balance, which had enabled enterprises to remain in operation and avoid additional unemployment during the COVID-19 pandemic. However, regulation was needed to prevent abuses. Teleworking had increased exponentially during the pandemic, and was associated with longer working hours, occupational safety and health implications, and psychosocial risks. Teleworking arrangements must remain voluntary. Abuses, in particular the imposition of part-time work or zero-hours contracts, must be prevented. He proposed a further subamendment, to replace "for flexible working arrangements, including telework, remote work, flexi-time, part-time work, among others" by "to request telework and remote work, among others, while ensuring adequate regulation and a right to disconnect."
- 469.** The Government representative of Argentina said that although he was in favour of mentioning the right to disconnect, GRULAC did not have a unanimous position on the matter. He therefore proposed a further subamendment to delete "and a right to disconnect."
- 470.** The Government representative of Canada supported the subamendment submitted by the Workers' group.
- 471.** The Government representative of the United Kingdom supported the subamendment proposed by GRULAC. Ensuring the right to disconnect could be challenging. He proposed a further subamendment to add, after "adequate regulation", "that provides measures to support the reconciliation of work and private life, which may include frameworks to support flexible work or telework, including the right to disconnect."
- 472.** The Government representative of the United States seconded the subamendment, which was also supported by the Government representative of Switzerland.
- 473.** The Government representative of Algeria, speaking on behalf of the Africa group, stated that "working arrangements" and "the right to disconnect" were concepts new to the ILO. He asked if they had already been defined. The right to telework and remote work depended on national circumstances and availability of resources, which should be mentioned in the clause.
- 474.** The deputy representative of the Secretary-General confirmed that "flexible working time arrangements" had been used in ILO discussions and publications, including: the Tripartite Meeting of Experts on Working Time Arrangements, 2011; *In search of good quality part-time employment*, 2014; and the *Guide to developing balanced working time arrangements*, 2019. The "right to disconnect" was a new concept to the ILO; research on the matter was under way.
- 475.** The Government representative of France, speaking on behalf of the EU and its Member States, pointed out that the chapeau of point 11 referred to national circumstances. The EU

acknowledged the need for “work-life balance” and valued the right to disconnect, which should be mentioned in the clause.

476. The Government representative of Algeria, speaking on behalf of the Africa group, withdrew his proposal to add a reference to national circumstances.
477. The Employer Vice-Chairperson proposed a subamendment to add “while respecting limits on working time according to national regulation and agreement between the parties” after “flexible work arrangements and telework”.
478. The Worker Vice-Chairperson questioned how working time regulation for telework or work from home could be realized, given that labour inspections could not be conducted. His group could accept the broader wording proposed by the Employers’ group, but insisted that workers’ right to disconnect must be mentioned.
479. The Employer Vice-Chairperson said that the issue went beyond disconnecting; disconnecting went beyond the workplace. The term “disconnect” was sensitive. The fact that those concepts were still evolving in the ILO was problematic; they would be discussed in greater detail in other ILO forums. Now was therefore not the time to pronounce on them. The right to disconnect should therefore not be referenced explicitly; it could be considered covered by standards related to working time.
480. The Government representative of the United States wished to include reference to the right to disconnect, but would remain flexible.
481. The Government representative of Argentina, supported by the Government representative of Türkiye, suggested bracketing “while ensuring adequate regulation on flexible working arrangements and telework.”.
482. The Government representative of France, speaking on behalf of the EU and its Member States, given the lack of consensus on including reference to the right to disconnect, proposed adding “protection for workers for disconnecting” after “respecting limits on working time”. The Government representative of the United Kingdom supported that proposal.
483. The Government representative of Türkiye preferred “right to disconnect” to “protection for workers for disconnecting”.
484. The Government representative of the United Kingdom supported the deletion of the reference to adequate regulation of flexible working arrangements and telework.
485. The Government representative of Italy proposed a subamendment to simplify the clause to read, “Measures to support work-life balance, through frameworks to regulate telework and other forms of remote work, including the respect of limits on working time and the right of workers to disconnect.”.
486. The Worker Vice-Chairperson recalled that the intention of the clause was to improve conditions for telework. Deleting “adequate regulation” was therefore unacceptable.
487. Following informal consultations, the Employer Vice-Chairperson announced a “rapprochement” with the Workers’ group.
488. The Worker Vice-Chairperson proposed a subamendment, to revise the clause to read, “Measures to support work-life balance, including through regulatory frameworks that may allow for requesting flexible working time arrangements and telework, while ensuring and respecting limits on working time and protection for workers’ disconnecting, according to national regulation and agreement between the parties.”.

489. The Employer Vice-Chairperson said that he agreed with the subamendment proposed by the Workers' group. The Employers' group would however prefer "disconnection" to "disconnecting", since "disconnection" was a process with rules regarding how to disconnect and under what circumstances.
490. The Government representative of France, speaking on behalf of the EU and its Member States, wished to know whether "flexible working time arrangements" were the same as "flexible work arrangements". He proposed replacing "and" by "or" before "agreement between the parties".
491. The Employer Vice-Chairperson explained that the wording focused on working time. While telework allowed for other locational flexibilities, those were regulated in other places. He could support the subamendment presented by the Government representative of France, speaking on behalf of the EU and its Member States.
492. The Worker Vice-Chairperson agreed that flexible "working time" arrangements, was the crux of the matter. Flexible "work arrangements" were broader and while his group would be in favour of including them, the concept would take significantly longer to negotiate and agree. Agreement had therefore been reached on flexible working time arrangements. His group would prefer to maintain "and", rather than "or", since it would encourage parties to participate.
493. The Employer Vice-Chairperson agreed.
494. The Government representative of France, speaking on behalf of the EU and its Member States, withdrew his subamendment and expressed support for the clause as agreed between the social partners.
495. The amendment was adopted as subamended.
496. Four amendments subsequently fell.
497. Point 11(q) was adopted as amended.

Point 11(r)

498. The Employer Vice-Chairperson introduced an amendment to replace the word "jobs" with the more inclusive "employment and decent work".
499. The Worker Vice-Chairperson introduced a subamendment to add ", in line with Recommendation No. 205 (2017)" at the end of the sentence.
500. The Employer Vice-Chairperson agreed.
501. The Government representative of Argentina, speaking on behalf of GRULAC, the Government representative of France, speaking on behalf of the EU and its Member States, the Government representative of Algeria, speaking on behalf of the Africa group, and the Government representative of Iran also supported the subamendment.
502. The amendment was adopted as subamended.
503. A subsequent amendment fell.
504. Point 11(r) was adopted.

Point 11(s)

505. The Government representative of Egypt, speaking on behalf of the Africa group, proposed an amendment to insert "encouraging corporate social responsibility with financial policies"

between “employment programmes” and “and”, with a view to highlighting the balanced role of governments and employers in creating employment opportunities.

- 506.** The Worker Vice-Chairperson did not support the amendment. Corporate social responsibility initiatives were voluntary, whereas regulation was not.
- 507.** The Employer Vice-Chairperson agreed with his Worker counterpart.
- 508.** The amendment was rejected.
- 509.** The Government representative of the Islamic Republic of Iran proposed an amendment to add the word “green” in between “decent” and “jobs”.
- 510.** In the absence of any support, the amendment was rejected.
- 511.** The Government representative of the United Kingdom, also on behalf of the Governments of Switzerland and the United States, introduced an amendment to add “and support in-work progression to improve livelihoods” at the end of the clause. It was important not only to support decent work creation, but also in-work progression, such as upskilling and training opportunities.
- 512.** The Worker Vice-Chairperson supported the amendment.
- 513.** The Employer Vice-Chairperson said that, while “in-work progression” was positive, its inclusion in the clause was not appropriate; the clause focused on investment policies to create employment, whereas in-work progression applied to those already employed. He therefore did not support the amendment.
- 514.** The Government representative of France, speaking on behalf of the EU and its Member States, asserted that “in-work progression” did not preclude external candidates entering a given place of employment and enriching the work being done. He supported the amendment, which also highlighted that existing employees could be promoted at their place of work.
- 515.** The Government representative of Argentina agreed that supporting in-work progression to improve livelihoods was important. As pointed out by the Employers’ group, however, the present clause was not the appropriate place to reference it. Nevertheless, in a spirit of flexibility, he could support the amendment.
- 516.** The Government representative of Canada supported the amendment.
- 517.** The Government representative of Algeria, speaking on behalf of the Africa group, and the Government representative of Türkiye did not support the amendment.
- 518.** The Government representative of United Kingdom said that the intention was not that each individual programme must include all the aspects mentioned but rather that quality public employment programmes would include some or all of those aspects. For the sake of clarity, he proposed a subamendment to insert “including programmes to” before “support”.
- 519.** The Government representative of Switzerland supported the subamendment.
- 520.** The Employer Vice-Chairperson also supported the subamendment.
- 521.** The amendment was adopted as subamended.
- 522.** Point 11(s) was adopted as amended.

Point 11(t)

- 523.** The Worker Vice-Chairperson introduced an amendment to delete “and diversity” before “decent work opportunities”. In consultation with the Employers’ group, a compromise text

had been agreed, by which “promoting the diversification of production and sectors and” would be inserted before “offering better local economic, environmental and social benefits.”. He therefore proposed a subamendment to that effect.

- 524. The Employer Vice-Chairperson supported the subamendment and thanked the Workers’ group for its cooperation.
- 525. The Government representative of Argentina, speaking on behalf of GRULAC, the Government representative of the United States, and the Government representative of Algeria, speaking on behalf of the Africa group, supported the amendment, as subamended.
- 526. The amendment was adopted as subamended.
- 527. Point 11(t) was adopted as amended.

Point 11(u)

- 528. The Worker Vice-Chairperson introduced a proposed amendment to insert “and recognition” between “portability” and “of skills”, and to add, at the end of the clause, “, and the portability of social security entitlements.” Lack of skills recognition was a primary reason for the overqualification of migrant workers and their exclusion from labour markets. The possibility of transferring social protection entitlements from one country to another had been shown to facilitate migration, as evidenced by bilateral social security agreements.
- 529. The Employer Vice-Chairperson agreed and supported the amendment.
- 530. The Government representative of Algeria, speaking on behalf of the Africa group, and the Government representative of France, speaking on behalf of the EU and its Member States, supported the amendment.
- 531. The amendment was adopted.
- 532. A subsequent amendment fell.
- 533. Point 11(u) was adopted as amended.

Point 11(v)

- 534. The Government representative of the Islamic Republic of Iran introduced an amendment to delete “and programmes”.
- 535. In the absence of any support, the amendment was rejected.
- 536. Point 11(v) was adopted.

Point 11(w) and (x)

- 537. Point 11(w) and (x) were adopted.
- 538. Point 11, as a whole, was adopted as amended.

Point 12

- 539. Point 12 was adopted.
- 540. Part III, as a whole, was adopted as amend

Part IV. Social dialogue

Title

541. The title was adopted.

Points 13 and 14

542. Points 13 and 14 were adopted.

Point 15

543. At the invitation of the Chairperson, the Worker Vice-Chairperson presented a revised version of the point, which had been drafted jointly by the Workers' and Employers' groups, in a bid to seek consensus and combine their proposed amendments. The point would read, "Social dialogue, including collective bargaining and tripartite cooperation, contributes to the creation of decent jobs and the fair share of productivity gains and economic growth contributing to a more equitable distribution of income overall, and in the case of global supply chains, a fair distribution of the gains generated where value-added is generated."
544. The Employer Vice-Chairperson proposed a subamendment to delete "overall" and insert "productivity" before "gains generated".
545. The Worker Vice-Chairperson agreed to the deletion of "overall". His group would prefer to retain "productivity" as previously agreed.
546. The Employer Vice-Chairperson said that his proposal was to characterize "productivity" gains in both instances.
547. The Worker Vice-Chairperson said that his group would prefer to maintain the compromise text as originally drafted.
548. The Government representative of Argentina, speaking on behalf of GRULAC, and the Government representative of France, speaking on behalf of the EU and its Member States, supported the revised clause, as proposed, with the subamendment to delete "overall".
549. The Government representative of Argentina said that productivity and added value must be taken into account with regard to supply chains. The added value generated by trade, and the distribution thereof, must also be considered. Fair trade was a concept agreed by developing countries.
550. The Employer Vice-Chairperson agreed to support the text, as proposed, and as subamended by the Workers' group.
551. The amendment was adopted.
552. The three amendments originally proposed fell.
553. Point 15 was adopted as amended.

Point 16

554. Point 16 was adopted.
555. Part IV, as a whole, was adopted as amended.

Part V. ILO action

Title

556. The title was adopted.

Point 17

557. Point 17 was adopted.

Section A. Promote coherent macroeconomic and sectoral policies for a human-centred recovery and creation of jobs, including in the green, circular, digital and care economies

Title

558. The title was adopted.

Points 18 and 19

559. Points 18 and 19 were adopted.

New point after point 19

560. The Worker Vice-Chairperson introduced an amendment to insert a new point after point 19, to read, "Strengthen Member States' capacities to address the full potential of technological progress, adequately regulate artificial intelligence and algorithmic management, and tackle the digital divide both within and between countries." The point had initially been proposed under part III but, in a spirit of consensus, had been moved to part V, which dealt with ILO action. Given the opinions expressed during the debate on point 11(c), he introduced a subamendment to replace "adequately regulate artificial intelligence and algorithmic management" by "adequately regulate in addressing the impact of artificial intelligence and algorithmic management on working conditions".
561. New technologies were changing the reality for workers around the world, including through the appearance of digital labour platforms, and the use of modern technology by international companies, including for surveillance purposes. Deliveroo and Uber, for example, used algorithms to rank and attribute work to drivers, yet the evaluation criteria were opaque; drivers were not informed how to improve their performance and could not challenge decisions. Checks and balances, as well as clear guidance and training for employers, were needed to ensure that human resource policies and managers relying on artificial intelligence did not replicate existing biases thereby prolonging gender gaps and other inequalities in the labour market.
562. The Employer Vice-Chairperson underscored that the current forum was not appropriate for such a discussion, and that the Committee should not pre-empt the ILO's planned work on the matter. He agreed, however, that technological progress and its impact on the world of work should be reflected in the Committee's conclusions. He therefore proposed a subamendment to delete the reference to artificial intelligence and algorithmic management, and replace it with a more general statement emphasizing the potential creation of jobs, the importance of decent work conditions, and the need to bridge the digital divide. As subamended, the point would read, "Strengthen Member States' capacities to address the full potential of

technological progress in the creation of jobs while addressing decent work conditions and to tackle the digital divide both within and between countries”.

- 563.** The Government representative of the United States, seconded by the Government representative of Argentina, suggested a subamendment that would incorporate the Workers’ group’s concerns as well as address job creation and the risks of technology, encompassing all technologies, by inserting “the risks of technology on” before “decent work conditions”.
- 564.** The Employer Vice-Chairperson supported the subamendment.
- 565.** The Government representative of Canada said that reference should be made to the connections between digitalization, artificial intelligence and algorithmic management, and decent work. She proposed a subamendment to insert “, such as algorithmic management,” after “decent work conditions”.
- 566.** The Government representative of Argentina proposed a further subamendment to replace “such as” by “including”.
- 567.** The Worker Vice-Chairperson supported the proposals by the Government representatives of Canada and Argentina.
- 568.** The Employer Vice-Chairperson said that his group could support the proposed text, except for the addition of “including algorithmic management”.
- 569.** The Government representative of Argentina, speaking on behalf of GRULAC, agreed with the Employers’ group. In his national capacity, however, he could support the inclusion of the reference to algorithmic management.
- 570.** The Government representatives of the United States and Brazil did not support “including algorithmic management”, which was a complex matter, warranting an in-depth and stand-alone discussion. Algorithmic management could be considered to be included under the umbrella term “technology”. To expedite consensus, the Committee should agree not to include reference to it in point 19.
- 571.** The Government representative of France, speaking on behalf of the EU and its Member States, and the Government representative of Türkiye supported the inclusion of the reference to algorithmic management.
- 572.** The Government representative of Algeria, speaking on behalf of the Africa group, said that his group could accept the text either way, and would support the consensus.
- 573.** The Employer Vice-Chairperson said that if algorithmic management was included, other important aspects must also be included. He therefore proposed a subamendment to add, after “algorithmic management”, “, while ensuring intellectual property, cybersecurity and data protection”.
- 574.** The Worker Vice-Chairperson pointed out that the recent ILO sectoral meeting on the impact of digitalization in the finance sector had adopted conclusions without reference to intellectual property. He questioned how intellectual property could directly affect labour market conditions or employment and jobs. He proposed a further subamendment to delete “intellectual property”.
- 575.** The Employer Vice-Chairperson countered that intellectual property was important for productive jobs in various sectors, in particular pharmaceutical research and health services, which had been at the forefront of global attention recently and were significant users of artificial intelligence.

- 576.** The Government representative of Argentina, speaking on behalf of GRULAC, said that while he understood the importance of intellectual property for employment and jobs, he considered that including it in the text would give rise to the need to include reference to other types of property, which was a complex matter that had not been addressed by the drafting group and would require more than one point in the conclusions.
- 577.** The Government representative of Brazil agreed that the inclusion of a reference to intellectual property would significantly increase the complexity of the point and would not be conducive to reaching consensus.
- 578.** The Government representative of France, speaking on behalf of the EU and its Member States, did not support the inclusion of a reference to intellectual property, which was a complex matter. Cybersecurity and data protection could be included.
- 579.** The Employer Vice-Chairperson said he would not stand in the way of consensus and could accept the deletion of “intellectual property”. Technology was developing and improving jobs, quality of life and economic growth. Innovation could be an economic force if intellectual property was protected. Innovation and technology, as a driving force of more and better jobs, were therefore inextricably linked to employment and to the transition from informality, all of which was directly related to intellectual property and had a significant impact on State resources, which could be directed to social security.
- 580.** The amendment was adopted as subamended by the Workers’ group.
- 581.** Point 19 *bis* was adopted as amended.

Point 20

- 582.** Point 20 was adopted.
- 583.** Section A, as a whole, was adopted as amended.

Section B. Build an enabling environment for more sustainable and productive enterprises

Title

- 584.** The title was adopted.

Point 21

- 585.** The Worker Vice-Chairperson introduced an amendment to insert, “in line with the 2007 Conclusions on Sustainable Enterprises” at the end of the point.
- 586.** The Employer Vice-Chairperson supported the amendment.
- 587.** The Government representative of Argentina, speaking on behalf of GRULAC, said he could not support the amendment.
- 588.** The Employer Vice-Chairperson pointed out that a significant portion (17 points) of the 2007 conclusions were relevant.
- 589.** The Government representative of Brazil said that “ILC” should be inserted before “Conclusions”, for the purposes of clarity.
- 590.** The Government representative of France, speaking on behalf of the EU and its Member States, the Government representative of Argentina, speaking on behalf of GRULAC, the Government

representative of Algeria, speaking on behalf of the Africa group, and the Employer Vice-Chairperson all supported the amendment, as subamended by Brazil.

591. The amendment was adopted as subamended.

592. Point 21 was adopted as amended.

Point 22

593. The Worker Vice-Chairperson introduced an amendment to delete “including on productivity ecosystems” from the end of the point. For the purposes of clarity and in line with previously adopted ILO documents, however, he wished to subamend the amendment to read, “including on productivity, wages and shared benefits.”.

594. The Employer Vice-Chairperson said that the Governing Body of the ILO had adopted a decision on the main drivers of productivity growth (GB.341/POL/2), which included significant reference to the productivity ecosystem approach. He therefore could not support the amendment.

595. The Government representatives of the United States, Switzerland, Argentina, speaking on behalf of GRULAC, Algeria, speaking on behalf of the Africa group, and France, speaking on behalf of the EU and its Member States did not support the amendment. Productivity growth had been addressed in point 15. There was a clear demand from Member States to test the productivity ecosystem approach in practice through the Office’s technical support. The original text should therefore be retained.

596. The amendment was rejected.

597. Point 22 was adopted.

Point 23

598. Point 23 was adopted.

Point 24

599. The Employer Vice-Chairperson introduced an amendment to delete the bracketed text in point 24 and insert, after “Support enterprises in”, the words “seeking to prevent or mitigate adverse human rights impact that are directly linked to their operations, products or services”. He suggested that the point should be discussed in conjunction with point 11(k), since their content was related.

600. The Worker Vice-Chairperson proposed a subamendment to replace “seeking to prevent or mitigate [...] products or services”, as proposed by the Employers’ group, by “achieving decent work”. The proposal “and implementation” in square brackets should be reinstated, and at the end of the point, after the reference to the United Nations Guiding Principles on Business and Human Rights, he wished to add “, including in relation to transparency, due diligence, grievance and remedy.”.

601. The Government representative of France, speaking on behalf of the EU and its Member States, supported the subamendment as proposed by the Workers’ group.

602. The Government representative of Türkiye supported the original amendment as proposed by the Employers group.

603. The Government representative of Argentina, speaking on behalf of GRULAC, said he could support the first part of the subamendment “achieving decent work”, since it resembled a

subsequent amendment submitted by his group. He could not agree, however, with “and implementation” of the ILO MNE Declaration, since the onus for implementation of that Declaration was on enterprises, not the Office.

604. The Government representatives of the United States and Japan supported the amendment as subamended, including “and implementation”.
605. The Worker Vice-Chairperson, supported by the Government representative of Argentina, speaking on behalf of GRULAC, suggested a further subamendment, to replace “promotion and implementation” by “promoting the implementation”.
606. The Government representative of Canada, supported by the Government representatives of Australia, the United States and Japan, and the Government representative of Algeria, speaking on behalf of the Africa group, said that the ILO role was not only promoting implementation. She proposed “promoting and assisting in the implementation”.
607. The Worker Vice-Chairperson said he could support the subamendment proposed by Canada.
608. The Employer Vice-Chairperson proposed a further subamendment to delete “assisting in implementation”, insert “implementation of the” before “United Nations” and insert “human rights” before “due diligence”. The point would read, “Support enterprises in achieving decent work in global supply chains, including through the promotion of the MNE Declaration and implementation of the United Nations Guiding Principles on Business and Human Rights, including in relation to transparency, human rights due diligence, grievance and remedy.”.
609. The Employer Vice-Chairperson and the Government representative of the United States questioned whether the ILO could “support” enterprises.
610. The Government representative of France, speaking on behalf of the EU and its Member States, pointed out that the ILO website contained an entire section on what the ILO could do for enterprises, including a helpdesk for businesses on international labour standards. The Office had already taken action and perhaps should not be requested to do what it was already doing. The MNE Declaration and the United Nations Guiding Principles required implementation, not promotion.
611. The deputy representative of the Secretary-General gave examples of a variety of Office activities in place relating to the promotion and implementation of labour standards for enterprises.
612. The Government representative of Canada said that while the MNE Declaration’s primary obligations were on States, it also contained provisions specifically directed at enterprises. Its implementation would therefore involve all constituents.
613. The Worker Vice-Chairperson, supported by the Government representative of Argentina, speaking on behalf of GRULAC, said that while he could accept “human rights due diligence” since it replicated the language of the United Nations Guiding Principles, he wished to subamend the point to read, “promoting implementation of the MNE Declaration and the United Nations Guiding Principles [...]”.
614. It was so agreed.
615. The amendment was adopted, as subamended.
616. Five subsequent amendments fell.
617. The remaining square brackets were removed from point 24.
618. Point 24 was adopted as amended.

619. Section B, as a whole, was adopted as amended.

Section C. Enhance workers' protections, ensure quality of employment and tackle inequalities

Title

620. The title was adopted.

Point 25

621. The Employer Vice-Chairperson introduced an amendment to delete the text in square brackets, which read, "adequate minimum wages, occupational health and safety, and maximum limits to working time", since it was inappropriate to pick and choose elements of the Centenary Declaration; a clear reference to the Centenary Declaration as a whole would be preferable.
622. The Worker Vice-Chairperson recalled that point 11(d) had been adopted, which included the four areas of respect for fundamental rights; an adequate minimum wage, statutory or negotiated; maximum limits on working time; and safety and health at work. Since the language had been agreed previously under point 11(d) the deleted text should be reinstated.
623. The Government representatives of Argentina, speaking on behalf of GRULAC, France, speaking on behalf of the EU and its Member States, and Algeria, speaking on behalf of the Africa group, did not support the amendment.
624. The Employer Vice-Chairperson said that given the lack of support he could agree to reinstating the deleted text. He wished to propose a subamendment to insert ", statutory or negotiated," after "minimum wages".
625. The Government representative of France, speaking on behalf of the EU and its Member States, said that his group had submitted an amendment to that effect; he therefore supported the subamendment proposed by the Employers.
626. The Worker Vice-Chairperson also supported the subamendment.
627. The amendment was adopted as subamended.
628. The Government representative of France, speaking on behalf of the EU and its Member States, said that the subsequent amendment, presented by his group, had already been incorporated under the previous subamendment and had therefore been rendered obsolete.
629. The Government representative of Argentina, speaking on behalf of GRULAC, introduced an amendment to add "and other relevant instruments" at the end of the point.
630. The Worker Vice-Chairperson and the Employer Vice-Chairperson supported the amendment.
631. The amendment was adopted.
632. The remaining square brackets were deleted from point 25.
633. Point 25 was adopted as amended.

Point 26

634. The Employer Vice-Chairperson presented an amendment to delete point 26, which read "Support Member States to define and estimate living wages, based on consideration for the needs of workers and their families, and provide technical support to governments and social

partners on their implementation.”. The text should be deleted, since there was no agreed international definition of living wage. It was misleading to say that empirical evidence showed that living wages did not affect the level of employment. Evidence was inconclusive. Leading economists around the world had found that living wages could be detrimental to the level of employment, reducing employment among least skilled workers, whom they were intended to help. Further evidence-based studies were required to fully understand the effects on business continuity, employment and national income. Setting wages without consideration of economic factors and productivity could increase the operating costs of SMEs and jeopardize their existence, which contradicted the aims of the current discussion. It could also place fiscal pressure on governments. Sustainable wages were needed to attain and maintain sustainable levels of employment. The application of Convention No. 131 was the only way to tackle the issue.

- 635.** The Worker Vice-Chairperson said that his group had made it clear from the beginning of the Committee’s discussions that it was critical to make progress on the issue of living wages. Workers had been fighting for a discussion on the matter for many years. The living wage should be provided for all workers around the world, in accordance with their needs and their families’ needs. Although the matter had been widely discussed, no agreed definition had been set. Fair wages were part of social justice. Who would deny workers and their families the means to live? Why was it possible for the International Organization of Employers and the International Trade Union Confederation to work with governments on the question of living wages under the aegis of the United Nations Global Compact, yet not under the auspices of the ILO? It would be shameful for the ILO not to participate in the debate. The living wage must be calculated on the basis of the cost of living. There was clear evidence that the introduction of living wages, or increases in minimum wages in Brazil, Germany, Indonesia and some states in the United States had resulted in higher employment, higher productivity and the reduction of informality. A Nobel Prize for economics had been awarded to research from the United States on the impact of increasing hourly minimum wages in the fast-food sector, which had proven that such measures had led to a clear increase in employment; higher wages had attracted people to the labour market. ILO, World Bank and OECD reports had all showcased the economic benefits of wage increases. Social justice must be kept at the heart of employment, otherwise social unrest would prevail and democracy would be threatened. Convention No. 131 addressed minimum wages, rather than “living” wages. Living wages must be discussed.
- 636.** He proposed a subamendment, by which the point would read, “Support Member States, at their request, to define living wages, based on cost-of-living data to inform adequacy considerations in wage taking discussions and provide technical support to government and social partners based on their demand.”.
- 637.** The Government representative of Algeria, speaking on behalf of the Africa group, supported the subamendment.
- 638.** The Government representative of France, speaking on behalf of the EU and its Member States, said that his group had submitted an amendment to delete the point, not because it did not wish to discuss living wages, but rather it considered the topic better placed under point 45(b) on enhancing policy coherence and global advocacy. The subamendment as proposed by the Workers’ group was too substantive to comment on without group consultation.
- 639.** The Government representative of Argentina, speaking on behalf of GRULAC, said that his group had also presented an amendment to delete the point, considering that it should be redrafted in a more general manner, since the concept of the living wage was problematic for

some countries in GRULAC. In his national capacity, however, he said that his Government could support the subamendment proposed by the Workers' group. Argentina had legislation on the living wage. He wondered rather whether the focus should be the determination of living wages, rather than the definition. Clarification would be welcome.

640. The Worker Vice-Chairperson said that, for the sake of simplicity in the conclusions, he would agree to the deletion of point 26, as proposed by the Employers' group, provided that the living wage would be discussed under point 45(b), and that the Employers' group would agree to withdraw its amendment to delete that point. His group would also withdraw a proposed amendment to insert a new point on the living wage after point 43.

641. It was so agreed.

642. The amendment was adopted.

643. Two subsequent amendments fell.

644. Point 26 was deleted.

Point 27

645. The Worker Vice-Chairperson introduced an amendment to add "in line with Recommendation No. 204" at the end of the point.

646. The Employer Vice-Chairperson and the Government representative of France, speaking on behalf of the EU and its Member States, expressed support for the amendment.

647. The amendment was adopted.

648. Point 27 was adopted as amended.

Point 28

649. The Worker Vice-Chairperson introduced an amendment to replace "and" by "with a view to achieving the objectives of".

650. The Employer Vice-Chairperson and the Government representative of France, speaking on behalf of the EU and its Member States, expressed support for the amendment.

651. The amendment was adopted.

652. Point 28 was adopted as amended.

Point 29

653. The Government representative of Gabon, speaking on behalf of the Africa group, withdrew an amendment to delete "Implement the ILO Youth Employment Action Plan (2020–2030)", deleting "among other", inserting "developing and" before "operationalizing" and adding ", taking into account the ILO Youth Employment Action Plan (2020–2030)." at the end of the point.

654. Point 29 was adopted.

Point 30

655. The Government representative of France, speaking on behalf of the EU and its Member States, introduced an amendment, also on behalf of the Government of the United States, to delete "guaranteeing the right for quality education, skills and lifelong learning to all" and inserting

“skills development and” between “strengthening” and “lifelong learning systems”. While the right to quality education could be guaranteed, guaranteeing lifelong learning was problematic. He therefore proposed a subamendment, to read, “Support Member States in ensuring inclusive and equitable quality of education, promoting lifelong learning for all, addressing skills gaps and mismatches by strengthening skills development and learning systems”.

- 656. The Government representative of the United Kingdom, supported by the Government representative of Switzerland supported the original amendment.
- 657. The Employer Vice-Chairperson said that his group wished to present a further subamendment, which would read, “Support Member States in guaranteeing the right to quality education, and in promoting skills development and lifelong learning for all, addressing skills gaps and mismatches by strengthening lifelong learning systems, and enhancing employability, taking into account the conclusions concerning the general discussion on skills and lifelong learning (2021).”.
- 658. The Worker Vice-Chairperson supported the subamendment proposed by the Employers’ group, which was also supported by the Government representative of Argentina, speaking on behalf of GRULAC, and the Government representative of France, speaking on behalf of the EU and its Member States.
- 659. The amendment was adopted as subamended.
- 660. A subsequent six amendments fell.
- 661. The remaining square brackets were removed from the text.
- 662. Point 30 was adopted as amended.

Point 31

- 663. The Government representative of France, speaking on behalf of the EU and its Member States, introduced an amendment, also on behalf of the Government of the United States, to delete “appropriate regulatory frameworks and other measures for the” before “strengthening and modernizing”, and to replace “and fostering” by “in” before “collaboration”, inserting “well-regulated” before “private employment agencies” and deleting the rest of the point.
- 664. The Worker Vice-Chairperson agreed with the deletion of “appropriate regulatory frameworks and other measures for the” and proposed a subamendment, after “public employment services”, to replace the rest of the point by “considering the possible complimentary role of private employment agencies when adequately regulated”, which was language taken directly from Convention No. 181.
- 665. The Employer Vice-Chairperson presented a further subamendment, after “strengthening and modernizing” to replace the rest of the point by “the capacities of public employment services, and leveraging collaboration with regulated private employment agencies in line with ILO Convention No. 181.”.
- 666. The Worker Vice-Chairperson said that his group could not accept collaboration with private employment agencies as a precondition for strengthening and modernizing public employment services.
- 667. The Employer Vice-Chairperson suggested “leverage possible collaboration”.
- 668. The Worker Vice-Chairperson reiterated his group’s preference for using the language of Convention No. 181.

- 669.** The Employer Vice-Chairperson said that, to align with the language of the Convention, the word “cooperation” could be used, as in Article 13(1). He proposed a subamendment to read, “and considering cooperation between the public employment service and private employment agencies, when adequately regulated, in line with ILO Convention No. 181”.
- 670.** The Worker Vice-Chairperson proposed a further subamendment, to read, “leveraging possible cooperation, where appropriate, and considering the complimentary role of private employment agencies, when adequately regulated, in line with ILO Convention No. 181.”
- 671.** The Employer Vice-Chairperson agreed.
- 672.** The Government representative of France, speaking on behalf of the EU and its Member States, proposed a subamendment to replace “strengthening and modernizing” by “modernize and strengthen the capacities of”.
- 673.** The Worker Vice-Chairperson and the Employer Vice-Chairperson both supported that subamendment, which also received the broad support of governments.
- 674.** The amendment was adopted as subamended.
- 675.** A further five amendments fell.
- 676.** Point 31 was adopted as amended.

Point 32

- 677.** Following informal discussions, the Employer Vice-Chairperson said that the social partners had worked together to reconcile language previously agreed on the present point. He thus presented a subamendment to revise the point to read, “Support countries in the reconciliation of work and private life, including on disseminating good practices on enhancing the provision of telework and whilst ensuring protection of workers.”.
- 678.** The Worker Vice-Chairperson recalled the previously agreed proposal by GRULAC to replace “work and private life” by “work-life balance”. He introduced a further subamendment to insert “efforts to promote” between “in their” and “reconciliation”.
- 679.** The Government representative of Argentina, speaking on behalf of GRULAC, confirmed that “reconciliation of work and private life” should be replaced by “promoting work-life balance”. With that change, and the subamendment proposed by the Workers’ group, GRULAC could accept the point, as revised.
- 680.** The Worker Vice-Chairperson and the Employer Vice-Chairperson agreed.
- 681.** The amendment was adopted as subamended.
- 682.** A subsequent amendment fell.
- 683.** Point 32 was adopted as amended.

Point 33

- 684.** The Government representative of France, speaking on behalf of the EU and its Member States, introduced an amendment, also on behalf of the Government of the United States, to delete “including wage inequalities”, which seemed unnecessarily restrictive.
- 685.** The Employer Vice-Chairperson said that his group had submitted an identical amendment.
- 686.** The Worker Vice-Chairperson said that the Conclusions concerning inequalities and the world of work (2021) had considered inequalities vertically and horizontally, and should be used as a

point of reference. The removal of the reference to wage inequalities would shift the focus of the point to gender inequality, which would not be in line with those conclusions.

- 687.** Both the Government representative of France, speaking on behalf of the EU and its Member States, and the Employer Vice-Chairperson withdrew their amendments.
- 688.** In the light of the foregoing, the Employer Vice-Chairperson withdrew an amendment to delete “discrimination, especially race, ethnicity, sex and”.
- 689.** The Government representative of Algeria, speaking on behalf of the Africa group, wished to present an amendment to delete “discrimination, especially” before “race, ethnicity, sex and gender”. He requested clarification on the definition of “gender” and on what constituted “multiple and intersecting forms” of discrimination.
- 690.** The deputy representative of the Secretary-General said that it was the view of the Office that “sex” and “gender” were not interchangeable terms. Sex referred to the exclusively biological difference between women and men, whereas gender referred to learned behaviour. Gender roles were affected by age, socioeconomic class, race, religion, and geographical and political environment. Regarding multiple and intersectoral forms of discrimination, discrimination could come from several different sources. “Intersecting” referred to the interactions between different sources of discrimination. A person who was from an ethnic minority group and had a disability, for example, could face the combined effects of social discrimination. The language “multiple and intersecting forms” was in line with that of Convention No. 190 and the Conclusions concerning inequalities and the world of work (2021).
- 691.** The Government representative of Algeria, speaking on behalf of the Africa group, referred to Convention No. 111, and said that the language in the list of types of discrimination raised ambiguities.
- 692.** The Worker Vice-Chairperson said that, in the spirit of consensus and not wishing to reopen a lengthy and sensitive discussion, which had taken up significant amounts of time at the 109th Session of the International Labour Conference during the discussion on inequalities and the world of work, he wished to propose a subamendment to align the language with that of the Conclusions concerning inequalities and the world of work (2021) by replacing “especially race, ethnicity, sex and gender discrimination” by “discrimination, including that based on race, sex, age, disability, ethnicity or migrant status”.
- 693.** The Employer Vice-Chairperson thanked the Workers’ group and supported the proposal.
- 694.** The Government representative of Algeria, speaking on behalf of the Africa group, and the Government representative of Saudi Arabia, speaking on behalf of the GCC countries, also supported the proposal.
- 695.** The Government representative of the United Kingdom, supported by the Government representatives of Canada and Norway, said that he could not support the proposal. Convention No. 111 also referred to migration status, which should be included, and reference should be made to gender and to LGBTQ.
- 696.** The Worker Vice-Chairperson said that while his group would support the inclusion of reference to gender, it simply wished to prevent another protracted discussion on the matter, since time was short.
- 697.** The Government representative of the United Kingdom said that he was extremely dissatisfied with an incomplete list and therefore suggested a subamendment to delete the list altogether, and simply refer to “discrimination in all its forms”.

- 698.** The Government representative of Norway also expressed a preference for maintaining a list including gender, but said that, in the absence of consensus, she would second the proposed subamendment presented by the United Kingdom.
- 699.** The Government representative of Namibia expressed a strong preference for the subamendment as proposed by the Workers' group, to align with the wording of the 2021 conclusions.
- 700.** The Government representative of Algeria, speaking on behalf of the Africa group, said that there were 54 countries in the Africa group, the representatives of which had demonstrated flexibility throughout the discussions. The cultural sensitivities of those countries should be respected. They could only support the subamendment proposed by the Workers' group.
- 701.** The Government representative of the United Kingdom pointed out that the list included in the 2021 conclusions had been based on the availability of disaggregated data and could not be considered complete.
- 702.** The Government representative of France, speaking on behalf of the EU and its Member States, said that an inclusive list would take a long time to negotiate. He therefore supported the subamendment proposed by the United Kingdom.
- 703.** The Government representative of Argentina, speaking on behalf of GRULAC, said that her group could be flexible and could also accept the proposal by the United Kingdom. Both the Worker and the Employer Vice-Chairpersons concurred.
- 704.** The amendment was adopted as subamended by the Government of the United Kingdom.
- 705.** A subsequent amendment fell.
- 706.** The Government representative of Algeria, speaking on behalf of the Africa group, introduced an amendment to delete "and gender" and to delete "including multiple and intersecting forms in the labour market,".
- 707.** The Government representative of Namibia added that "discrimination in all its forms" included multiple and intersecting forms.
- 708.** The Government representative of the United Kingdom, supported by the Government representative of Canada, could not accept the amendment; people subject to multiple inequalities were disproportionately vulnerable on the labour market. The social partners agreed.
- 709.** The amendment was rejected.
- 710.** A subsequent amendment fell.
- 711.** Point 33 was adopted as amended.

Point 34

- 712.** Point 34 was adopted.

Point 35

- 713.** The Employer Vice-Chairperson, introducing an amendment to delete "and reasonable accommodation within enterprises", said that his group acknowledged that the wording was in fact in line with the United Nations Convention on the Rights of Persons with Disabilities. He therefore wished to reinstate that language, and proposed a subamendment to insert, after "decent work for people with disabilities", "in accordance with the United Nations Convention

on the Rights of Persons with Disabilities". He also wished to delete the square brackets from "where appropriate the provision of quotas" and "agreed among social partners".

- 714.** The Worker Vice-Chairperson agreed and proposed replacing "enterprises" by "workplaces", as suggested in a subsequent amendment submitted by the Government representative of the United States.
- 715.** The Employer Vice-Chairperson agreed.
- 716.** The Government representative of France, speaking on behalf of the EU and its Member States, also agreed, and said that he would withdraw his subsequent amendment.
- 717.** The Government representative of the United Kingdom, seconded by the Government representative of Namibia and supported by the Government representatives of Norway and the United States, proposed a subamendment to replace "quotas" by "the use of targets to increase participation in the labour market".
- 718.** The Worker Vice-Chairperson said that quotas were well known in the ILO. According to ILO information, 100 countries provided for quotas in their national legislation. Some had been using quotas for decades, while others were planning to introduce them.
- 719.** The deputy representative of the Secretary-General said that the Office did not have a preference for terminology with regard to quotas and targets, but had indeed been looking at quotas, and in 2019 had published a report on the matter, *Promoting Employment Opportunities for People with Disabilities: Quota Schemes*, which looked into different disability employment promotion practices around the world.
- 720.** The Government representative of Namibia said that not all countries recognized or used quotas. He therefore proposed a subamendment to add "or targets" after "quotas". The Government representative of Norway seconded the proposal, and the Government representative of the United Kingdom supported it.
- 721.** The Worker Vice-Chairperson cautioned that, since targets were aspirational and quotas were obligatory, the text, as subamended, would offer a choice between the two.
- 722.** The Government representative of the United States pointed out that in some instances targets could exceed quotas. He therefore supported the subamendment as proposed by the Government of Namibia.
- 723.** The Government representative of the United Kingdom agreed and said that retaining only "quotas" would be restrictive. He also supported "quotas or targets".
- 724.** The Government representative of Canada concurred.
- 725.** The Employer Vice-Chairperson said the words "where appropriate" were included; he was confident that all concerns were accounted for.
- 726.** The amendment was adopted as subamended by the Government representative of Namibia.
- 727.** The remaining square brackets were deleted from point 35.
- 728.** Point 35 was adopted.

Point 36

- 729.** Point 36 was adopted.
- 730.** Section C, as a whole, was adopted as amended.

Section D. Standards-related action

Title

731. The title was adopted.

Point 37

732. Point 37 was adopted.

Point 38

733. The Employer Vice-Chairperson proposed an amendment to add “and up-to-date” before “international labour standards”. He also proposed a subamendment to delete the rest of the point after “standards”.
734. The Worker Vice-Chairperson did not support the amendment. The ILO’s Standards Review Mechanism was the only body authorized to classify a standard as out of date. The International Labour Conference would then decide to abrogate the standard, after which it would no longer be promoted. He proposed a subamendment to replace “as” by “including those”, before “indicated in Point 8”; the standards cited were not the only relevant ones.
735. The Government representative of Argentina, speaking on behalf of GRULAC, withdrew an amendment to delete “as indicated in Point 8, including on Recommendations No. 204 and 205.”. GRULAC could agree to retain the reference to labour standards and to the text as originally proposed by the drafting group.
736. The Government representative of France, speaking on behalf of the EU and its Member States, supported the amendment, as proposed by the Employers’ group. References to specific standards were made in point 8 and did not need to be repeated. The words “up-to-date” did not need to be included.
737. The Government representative of Canada supported the inclusion of “up-to-date”. She proposed a further subamendment to add, after “up-to-date” “as determined by ILO’s Standards Review Mechanism”. If the Standards Review Mechanism deemed an instrument up to date, it would stand to reason that the ILO would promote it.
738. The Government representative of Gabon, speaking on behalf of the Africa group, did not support the inclusion of “up-to-date”.
739. The Employer Vice-Chairperson asked the Office to explain the procedure for establishing whether a standard was or was not up to date.
740. The deputy representative of the Secretary-General recalled that the Recurrent Discussion Committee: Social Security (2021) had included “up to date” in reference to international labour standards in its conclusions.
741. The Worker Vice-Chairperson requested information about the ILO Standards Review Mechanism, in particular its mandate, competences and processes.
742. The Government representative of Argentina, speaking on behalf of GRULAC, said that one possibility would be to only refer to standards “in force”. That having been said, the Office would still be obliged to apply and promote a standard until its abrogation.
743. The Employer Vice-Chairperson said that the process preceding abrogation was long. Years could pass between a standard being deemed out of date by the Governing Body and finally being abrogated by the International Labour Conference. As a result, the programme and

budget and the agenda of work of the Office could be affected in terms of work and resources committed. Hence, if the Governing Body had already referred a specific standard to the International Labour Conference for abrogation, that standard should be considered out of date. The Office should no longer promote it nor allocate human and financial resources to it.

- 744.** The Worker Vice-Chairperson said that, until abrogation, standards should be promoted. Under the Standards Review Mechanism, standards could fall into three categories, not simply out of date or up to date.
- 745.** The Employer Vice-Chairperson recalled that the standards strategy, as approved by the Governing Body at its 312th Session, comprised four components: (1) developing, keeping up to date and promoting ILO standards (standards policy); (2) enhancing the impact of and strengthening the supervisory system; (3) improving the impact of the standards system through technical assistance and cooperation; and (4) enhancing the visibility of the ILO standards system (information and communication). In line with the decision of the Governing Body on the establishment of the Standards Review Mechanism (GB.312/LILS/5) only up-to-date standards should be promoted.
- 746.** The Legal Adviser clarified that, in line with the terms of reference of the Standards Review Mechanism, "such reviews undertaken shall not have any effect on the legal focus of the standard until a final decision is taken by the Governing Body or the International Labour Conference as seen appropriate". The Office could only be guided by a final decision taken on a given standard by the Governing Body or the International Labour Conference, at the recommendation of the Standards Review Mechanism. The Office had no authority to suspend a standard until such time as the Governing Body or the International Labour Conference had declared it obsolete. The Office could therefore promote the ratification of all standards, including those deemed out of date. The Standards Review Mechanism was sometimes called on to address sensitivities with regard to certain standards, whereby differing or conflicting views were being expressed by constituents on key issues. With regard to proposed point 38, the insertion of "up-to-date" sought to narrow the scope of the Office's promotion activities, limiting its campaigns to certain types of standards. In the absence of a decision by the Governing Body or the International Labour Conference, such a limitation would not be justified. While he agreed that scarce ILO resources should be focused on promoting up-to-date instruments, the Office had no mandate to freeze promoting activities for instruments, the fate of which had not been determined by the Standards Review Mechanism.
- 747.** The Worker Vice-Chairperson asked how many current standards were in fact up to date. Was it indeed correct that, out of the 400 existing instruments, only 165 were deemed up to date? That would suggest that 240 standards were out of date.
- 748.** The Government representative of Brazil said that there was a common understanding that the promotion of up-to-date instruments should be prioritized.
- 749.** The amendment was adopted as subamended to delete "and up-to-date", delete "including on Recommendations Nos 204 and 205.", and to replace "as" by "including those".
- 750.** Six amendments subsequently fell.
- 751.** Point 38 was adopted as amended.
- 752.** Section D, as a whole, was adopted as amended.

Section E. Enhance implementation support through more responsive technical assistance, knowledge development and partnerships

Title

753. The title was adopted.

Points 39–43

754. Points 39–43 were adopted.

New point after point 43

755. In the light of the discussion on point 26, the Worker Vice-Chairperson withdrew an amendment to add a new point after point 43, to read “Undertake research on definitions and estimations of living wages, based on cost-of-living estimations, to inform wage-setting negotiations at country level.”.

Point 44

- 756.** The Government representative of France, speaking on behalf of the EU and its Member States, introduced an amendment, also on behalf of the Government of the United States, to delete the bracketed text in point 44.
- 757.** The Worker Vice-Chairperson did not accept the deletion of the reference to the annual publication of a social dialogue flagship report. The point should highlight the importance of continuing to publish that report.
- 758.** The Employer Vice-Chairperson supported the amendment. It would be unwise to commit to regular publication of such a report without financial guarantees. The reference to it should therefore be deleted. The words “of research” should be deleted after “dissemination”; dissemination went beyond research to include knowledge, good practice and other aspects. The inclusion of national collective bargaining agreements in statistical and policy databases would constitute a logistical challenge; reference thereto should therefore also be deleted.
- 759.** The Government representative of Argentina, speaking on behalf of GRULAC, suggested adding, “on a voluntary basis”, after “collective bargaining agreements”.
- 760.** The Government representative of France, speaking on behalf of the EU and its Member States, seeking compromise, said that his group would agree to reinstating all of the deleted text, except “of research”.
- 761.** The Employer Vice-Chairperson said that if the Social Dialogue flagship report was to be referenced, other reports should also be included. He proposed a subamendment to add, after “the 2018 Recurrent Discussion Conclusions,”, “Flagship Report on Enabling Environment for Sustainable Enterprise Development, Productivity Growth for Decent Jobs, Structural Change and Diversification to Enhance Growth and Job Creation and Skills Development for Raising Labour Productivity”. After “collective bargaining agreements”, he wished to insert “submitted in the original language and voluntarily by the parties that sign them”.
- 762.** The Government representative of the United States pointed out that point 44 opened with the words “Build knowledge on new and emerging issues”. The list of publications as proposed by the Employers’ group was not in line with that spirit.

- 763.** The Worker Vice-Chairperson pointed out that the ILO Monitor: COVID-19 and the world of work listed new solutions created through tripartite collaboration, social dialogue and collective bargaining, including new digital solutions and those relating to green transformation. A new flagship report would not be necessary, only annual updates to the *Social dialogue and tripartism report*, with a specific focus on those emerging issues.
- 764.** The Government representative of Argentina disagreed with the deletion of “of research”.
- 765.** The Worker Vice-Chairperson did not accept the Employers’ subamendments. Including an additional list of flagship reports was not appropriate; the production of such reports incurred immense costs.
- 766.** The Government representative of the United States asked whether “allocate the necessary financial resources to this end” referred to publishing the flagship report or to building knowledge on new and emerging issues.
- 767.** The Worker Vice-Chairperson said he understood “to this end” to refer to the publication of the Social Dialogue flagship report.
- 768.** The Government representative of the United States asked whether the specific reference to financial resources in that context would prioritize the funding of the flagship report over the other activities identified.
- 769.** The Employer Vice-Chairperson did not believe that to be the case.
- 770.** The Government representative of Namibia proposed a subamendment to replace the list of reports by “and others as appropriate”.
- 771.** The subamendment was not seconded and was therefore rejected.
- 772.** The Worker Vice-Chairperson said that the Committee should differentiate between existing flagship reports and new proposals.
- 773.** The representative of the Secretary-General said that the International Labour Conference, at its 109th Session, had approved the proposal for the annual publication of a Social Dialogue flagship report, and deemed that resources should be allocated. Discussions in the Governing Body had questioned the feasibility of annual reporting, given that availability of resources and data changed from year to year. It had therefore been decided to aim to publish the Social Dialogue flagship report every two years. Discussions had been difficult, but consensus had been reached, with the objective of ensuring a high-quality report.
- 774.** The Government representative of France, speaking on behalf of the EU and its Member States, withdrew the amendment.
- 775.** The Employer Vice-Chairperson proposed two further amendments to delete elements of point 44.
- 776.** The Worker Vice-Chairperson, the Government representatives of France, speaking on behalf of the EU and its Member States, of Argentina, speaking on behalf of GRULAC, of Gabon, speaking on behalf of the Africa group, and of the Republic of Korea, did not support the amendments.
- 777.** The amendments were rejected.
- 778.** The Committee agreed to remove the remaining square brackets from point 44.
- 779.** Point 44 was adopted.
- 780.** Section E, as a whole, was adopted.

Section F. Enhance policy coherence and global advocacy

Title

781. The title was adopted.

Point 45

Chapeau

782. The chapeau was adopted.

Point 45(a)

783. Point 45(a) was adopted.

Point 45(b)

784. The Worker Vice-Chairperson proposed a subamendment to replace the clause by “Contributing to a better understanding at national and international level by undertaking research on concepts and estimations of living wages”.
785. The Employer Vice-Chairperson did not support the Workers’ proposal and proposed a subamendment, to replace the clause by “Support constituents, at their request, in determining adequate wages in line with Convention No. 131, to inform adequacy considerations in wage setting discussions.”.
786. The Worker Vice-Chairperson did not support the Employers’ group’s proposal. His group was proposing ILO research to work towards defining the living wage; minimum wage was a different concept altogether. While there was no universally accepted definition, the United Nations Global Compact, in which both the International Organization of Employers (IOE) and International Trade Union Confederation (ITUC) were participating, defined within that benchmark the concept of a living wage as a “remuneration received for a standard work week by a worker in a particular place sufficient to afford a decent standard of living for a worker and his or her dependents.”. Although there was no universally accepted definition, nor defined monetary amounts, lack of consensus on the definition was no excuse for inaction. There was broad consensus that a living wage constituted one that met the basic needs of workers and their families.
787. The Employer Vice-Chairperson said that the concerns expressed by the Worker Vice-Chairperson were addressed by Convention No. 131, which stated that, in setting minimum wages at national level, Governments should consider “the needs of workers and their families, taking into account the general level of wages in the country, the cost of living, social security benefits, and the relative living standards of other social groups”. It was also important to consider the ability of employers to pay such wages. Further research called for by the Workers’ group should therefore take guidance from Convention No. 131 rather than from other sources. Convention No. 131 had been providing effective guidance on the subject to ILO constituents since 1970.
788. The Government representative of the United States agreed that more research and data-driven analysis were needed to boost the discussion currently taking place around living wages. The Workers’ proposal did not call for implementation, only for further study. He could therefore support it. He introduced a subamendment, seconded by the Government representative of Canada, to insert the words “peer-reviewed” before “research”.

- 789.** The Government representative of France, speaking on behalf of the EU and its Member States, agreed that more research was needed to better understand the issue of living wages. New knowledge was of the essence, and it did not suffice to simply refer to already existing instruments. He supported the Workers' proposal, as subamended by the Government representative of the United States.
- 790.** The Worker Vice-Chairperson expressed concern that stipulating that research must be peer reviewed could be restrictive; general research was also needed.
- 791.** The deputy representative of the Secretary-General explained that the ILO publishing policy mandated that all major publications, as well as working papers, should be peer reviewed both internally and externally. Major publications were therefore peer reviewed as a matter of principle.
- 792.** The Government representative of Papua New Guinea supported the Workers' group's proposal. While the issue of "living wage" might not be relevant in some developed countries, in developing countries it was critical for ensuring people's survival and was particularly relevant for the informal economy. She therefore agreed that further research into the "living wage" was needed.
- 793.** The Government representative of Brazil asked the Office to clarify, in the context of the Workers' group's subamendment, the difference between "living wages" and the term "adequate minimum wages", as used in the Centenary Declaration.
- 794.** The deputy representative of the Secretary-General explained that "minimum wages" were guided by Convention No. 131, particularly Article 3. The concept of "living wages" focused mainly on supporting workers and their families in light of their consumption needs and price changes. There was still no comprehensive and universally agreed definition of "living wages".
- 795.** The Government representative of Argentina, speaking on behalf of GRULAC, said that his group, in an attempt to reconcile the differing views, had proposed an amendment to replace the clause by "Developing elements that can contribute to a common understanding at the international level on the definition of a living wage, building on existing evidence and best practice."
- 796.** The Government representative of Kenya supported the Workers' group's proposal; research on living wages would be necessary to arrive at an agreed definition.
- 797.** The Government representative of Algeria, speaking on behalf of the Africa group, introduced a subamendment to add at the end of the clause, "with the agreement of States". The approach to defining the living wage should be based on data, and States must agree to the research undertaken.
- 798.** The Government representative of Switzerland supported the Workers' group's proposal. He proposed a subamendment, seconded by the Government representative of Brazil, to delete "at national and international level", which was redundant, since the ILO's work was by definition global. The clause would thus read, "Contributing to a better understanding of living wages by undertaking peer-reviewed research on concepts and estimations."
- 799.** The Employer Vice-Chairperson highlighted that States often had needs-based policies to complement workers' incomes in various forms, including through subsidies and grants. Those transfers from the State supplemented the living income of workers and their families, and were often an effective way to support new enterprises and people struggling on the labour market, such as new entrants and returning migrants. Further research should be done into that approach to identify relevant good and bad practices. If the proposal by the Workers'

group, which had been subamended several times, was to be adopted, it should refer to “living incomes” rather than “living wages”. If this was so, the Employers’ group could support it.

- 800.** The Worker Vice-Chairperson said that the wording proposed by the Workers’ group had tried to incorporate the spirit of the amendment submitted by GRULAC. In the spirit of compromise, he proposed a subamendment to reflect the views expressed by governments during the discussion. The clause would read, “Contributing to a common understanding at the international level by undertaking research on concepts and estimations on living wages, as well as at national level at the Member States’ request.” He agreed that research at national level should be approved by Member States. At the international level, however, activities, including research to be conducted, were approved by the ILO Governing Body in the context of the programme and budget. The addition of “peer-reviewed” was an unnecessary specification but, if necessary, his group could accept it. A more general reference to research was sufficient and would leave more flexibility to the Governing Body. The tripartite work being done in the context of the United Nations Global Compact was to define a living wage, not to consider all possible incomes and benefits that could be provided for workers. It referred exclusively to the remuneration for work and not to additional sources of income.
- 801.** The Government representative of Argentina could support the subamendment submitted by the Workers’ group. He submitted a further subamendment for clarity, to delete “and estimations” after “concepts” and insert “estimations” before “at national level”. An agreed concept at the international level was needed to respond to the mandate given by the ILO Constitution and to the ILO Declaration of Philadelphia. The proposed wording further clarified that estimations would be done at the national level and required Member State approval.
- 802.** The Government representative of Brazil said that conducting estimations of a living wage at national level was difficult in the absence of an internationally agreed definition. Further, federal States would face difficulties in establishing national estimates of living wages, since the realities and living conditions could vary widely across subnational entities. He therefore could not support including the reference to the national level.
- 803.** At the invitation of the Chairperson, the Government representative of Argentina, speaking on behalf of GRULAC, presented a compromise subamendment, drafted with the support of the majority of governments, to read: “Contributing to a better understanding of living wages by undertaking research on concepts and estimations in that respect, and by providing assistance to Member States upon request.”
- 804.** The Employer Vice-Chairperson considered the proposal a significant step forward. He wished, however, to subamend it by adding “peer review” before “research”, even though the Office had explained that peer review was standard practice for its research. He preferred to reference it explicitly given that, in some countries, the social partners made estimations and agreed on how to handle wages, or proposed policies to the Labour Ministry regarding wages and other benefits. Having living wage estimations imposed by an international organization could therefore be seen as an affront to the autonomy of the social partners. He therefore wished to delete “and estimations” and add “, in agreement with constituents”, after “upon request”. The reference to living wage could be accepted if accompanied by references to “minimum wages” and “living incomes”. “Adequate” minimum wages could also be considered, since it was agreed terminology in the Centenary Declaration.
- 805.** The Worker Vice-Chairperson thanked GRULAC for the effort undertaken to prepare the compromise text, which his group could accept. For the purposes of seeking a consensus, however, his group would respond to the subamendments proposed by the Employers’ group. References to minimum wage or living income could not be accepted. While he acknowledged

the importance of Convention No. 131, it was not relevant in the present context. A living wage was different to a minimum wage. Research needed to be undertaken to understand the situation at country level. Consideration must be given to who would conduct that research and how. The conclusions were intended to guide the Governing Body on measures to be taken with regard to comprehensive employment policy frameworks for the coming five years. Insisting on peer review for all research was restrictive; he therefore suggested a further subamendment to either replace “peer review” by “evidence-based” or add “, including peer reviewed research” after “research”. “Estimations” should not be deleted. The proposal to include “in agreement with constituents” was redundant, since the Office always acted in agreement with its constituents.

806. The Government representative of the United States said that he was satisfied with the Office’s previous explanation that all of its research was peer reviewed externally and internally.
807. The Government representative of France, speaking on behalf of the EU and its Member States, said that his group supported the text as presented by GRULAC, but would be willing to accept the inclusion of “peer review” before “research”.
808. The Government representative of Algeria, speaking on behalf of the Africa group, expressed support for the text as presented by GRULAC, but said that his group would be flexible if further discussion was needed.
809. The Worker Vice-Chairperson said that his group could be flexible with regard to “peer review”.
810. The Employer Vice-Chairperson said, on minimum wages, that the ILO Global Wage Report should be taken into account. He also noted that it was important to consider living income, not only living wages, as living income was particularly significant in countries with practices of supplementing income from other sources, where State finances so allowed. The ILO should not become mixed up in local debates between social partners or between the social partners and the State.
811. The Chairperson announced that the subamended text as proposed by GRULAC had sufficient support to be adopted.
812. The amendment, as subamended, was adopted.
813. Two subsequent amendments fell.
814. Point 45(b) was adopted as amended.
815. The Employer Vice-Chairperson asked what the implications would be for the *ILO Global Wage Report*.
816. The deputy representative of the Secretary-General said that the Work Quality Department was committed to continuing its work on minimum wages, in the spirit of the Conclusions concerning inequalities and the world of work, adopted at the 109th Session of the International Labour Conference.

Point 45(c)

817. Point 45(c) was adopted.

Point 45(d)

818. The Worker Vice-Chairperson introduced an amendment to replace “financial strategy” with “financing strategy”.

- 819. The Employer Vice-Chairperson supported the amendment.
- 820. There were no objections from Government representatives.
- 821. The amendment was adopted.
- 822. The Worker Vice-Chairperson introduced an amendment to add, at the end of the clause, “as part of the implementation of the United Nations Global Accelerator on Jobs and Social Protection for Just Transitions”.
- 823. The Employer Vice-Chairperson supported the amendment.
- 824. There were no objections from Government representatives.
- 825. The amendment was adopted.
- 826. Point 45(d) was adopted as amended.

Point 45(e)-(g)

- 827. Point 45(e)-(g) were adopted.
- 828. Point 45, as a whole, was adopted as amended.
- 829. Section F, as a whole, was adopted as amended.
- 830. Part V, as a whole, was adopted as amended.
- 831. The Conclusions concerning the third recurrent discussion on employment, as a whole, were adopted as amended.
- 832. The Chairperson congratulated the Committee on the successful examination and adoption of its conclusions, which would help shape the future actions of the ILO. The conclusions would be presented for adoption to the plenary session of the 110th Session of the International Labour Conference on 11 June 2022.

Approval of the draft resolution concerning the third recurrent discussion on employment

- 833. The Chairperson introduced the draft resolution, which had been circulated among the Committee members. The resolution was a technical element to give effect to the conclusions adopted by the Committee.
- 834. The resolution was adopted.

Closing remarks

- 835. The Employer Vice-Chairperson thanked the Chairperson and all participants for their contributions to the conclusions. He particularly wished to thank his Worker counterpart and the Government representatives for their work.
- 836. The Worker Vice-Chairperson thanked the Chairperson for his leadership, his Worker colleagues for their support and contributions, and his Employer counterpart and the Government representatives for their support and cooperation, in particular in difficult decisive moments. He also thanked the Office for its support and everyone who had contributed to the smooth running of the Committee’s work.
- 837. The Government representative of France, speaking on behalf of the EU and its Member States, congratulated the Committee on its achievements. He thanked his colleagues, the Office, the

social partners, and everyone behind the scenes who had assisted in the Committee's work. The discussion had focused on a world of work and employment against the backdrop of a global pandemic and Russian aggression against Ukraine. The ILO, by its tripartism, was unique in the United Nations system. He thanked his colleagues from the EU for their support, the two Vice-Chairpersons for their commitment and the Chairperson, for his leadership.

- 838.** The Government representative of Argentina, speaking on behalf of GRULAC, expressed his gratitude to the Chairperson, who had navigated the discussions with good grace and patience. He thanked the Office for its cooperation, all the staff, the social partners, and the Government representatives, in particular those from GRULAC.
- 839.** The Government representative of Gabon, speaking on behalf of the Africa group, thanked all participants in the discussion for their patience and cooperation. He expressed appreciation to the Office, and to the Chairperson, who had managed the discussions masterfully. The adoption of the conclusions was a positive result.
- 840.** The representative of the Secretary-General thanked the Chairperson for his effectiveness and efficiency. He also expressed his appreciation to the Vice-Chairpersons, as well as to the Government representatives. The outcome of the discussion had been positive, and would contribute to the positive memories of social dialogue that he would take with him as he embarked on his forthcoming retirement. He thanked all those from the Office and the staff members who had contributed to the work of the Committee for their dedication and hard work.
- 841.** The Chairperson thanked the Committee for placing its confidence in him as Chairperson and said he had been proud to take on the role and assist the Committee in the conclusion of its discussions. He expressed particular appreciation to the two Vice-Chairpersons, and to all members of the Committee. He commended the Office on its excellent preparatory work, and thanked all colleagues who had contributed to the smooth running of the meetings. He especially thanked the services coordinator of the secretariat for her work. He encouraged all members of the Committee to follow the adoption of the conclusions by the Conference plenary.
- 842.** The Chairperson declared the Committee on the third recurrent discussion on employment closed.