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International Labour Conference – 110th Session, 2022

Resolution concerning the third recurrent discussion on employment

(11 June 2022)

The General Conference of the International Labour Organization, meeting at its 110th Session, 2022,

Having undertaken a third recurrent discussion on the strategic objective of employment, in accordance with the ILO Declaration on Social Justice for a Fair Globalization (2008), as amended in 2022 to consider how the Organization should respond to the realities and needs of its Members, and duly taking into account the Philadelphia Declaration (1944) and the ILO Centenary Declaration for the Future of Work (2019);

1. Adopts the following conclusions which contain a coherent, comprehensive and integrated framework for employment policies that is adapted to a rapidly evolving world of work;
2. Invites the Governing Body of the International Labour Office to give due consideration to the conclusions and to guide the International Labour Office in giving effect to them;
3. Requests the Director-General to:
 - (a) prepare a plan of action giving effect to the conclusions for consideration by the Governing Body at its 346th Session in November 2022;
 - (b) communicate the conclusions to relevant international and regional organizations for their attention;
 - (c) take into account the conclusions when allocating resources within the existing programme and budget, preparing future programme and budget proposals, and mobilizing extrabudgetary resources; and
 - (d) keep the Governing Body informed of their implementation.

Conclusions concerning the third recurrent discussion on employment

I. Context and challenges

1. Between the second recurrent discussion on employment in 2014 and 2019, labour markets experienced some improvements and, reflecting the growing recognition of the centrality of employment, the number of national employment policies increased. Yet, large decent work deficits persisted.
2. Progress towards the goal of full, productive, and freely chosen employment for all was further compromised by the recent COVID-19 pandemic. While in many countries policy measures helped protect workers and enterprises, recovery remains uneven and incomplete. The compounding effects from geopolitical tensions, notably ongoing armed conflicts, rising inflation, financial turbulence, high debt burden and global supply chain disruptions, are exacerbating inequalities within and between groups of workers, enterprises and countries. Fiscal constraints are limiting countries' abilities to support recovery and increasing the likelihood of unequal development, with developing countries being left even further behind.
3. At the same time, long-lasting labour market challenges persist in terms of both the quantity and quality of employment, as evidenced by high informality, labour rights violations in global supply chains, low productivity, skills mismatches, persistent and rising working poverty, uneven and mostly weak wage growth, labour market inequalities and various forms of discrimination, as well as insecure forms of work. Despite gains in some areas over recent decades, insufficient decent work opportunities reflect slow progress in the transformation towards more inclusive and well-functioning labour markets for the benefit of all. Women face lower pay, higher unemployment and inactivity rates than men and perform the majority of paid and unpaid care work. Young people continue to struggle to transit smoothly from school to work and into their first decent job. Globally, informality remains a main source of decent work deficits, in particular in micro, small and medium sized enterprises. Insecure forms of work have further contributed to decent work deficits as well as to the informalization of formal employment.
4. The opportunities that the future of work drivers can bring have so far not been fully harnessed, particularly in developing countries. Demographic shifts, the digital divide, and climate change continue to overshadow the decent job creation potential of inclusive structural transformation.
5. Often, decent work deficits are also a root cause of vulnerability for the poor and a driver of social instability, which can lead to conflict and further create a vicious downward spiral.
6. Achieving the goal of full, productive, and freely chosen employment and making progress on the Sustainable Development Goals (SDGs), especially SDG 8, requires accelerating actions to achieve, strengthen and adapt comprehensive employment policy frameworks to the rapidly evolving world of work.

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

7. Comprehensive employment policy frameworks should aim to generate full, productive and freely chosen employment and decent work, and contribute to a human-centred recovery that is inclusive, sustainable and resilient.
8. Such comprehensive frameworks should be guided by fundamental principles and rights at work and relevant ILO standards, including 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), the Employment Relationship Recommendation, 2006 (No. 198), along with the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), and the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), which were adopted after the second recurrent discussion in 2014.

9. While reaffirming the importance and relevance of the 2014 Conclusions concerning the second recurrent discussion on employment, profound changes in the world of work require strengthened comprehensive employment policy frameworks that are fully responsive and adapted to support workers and enterprises and in line with the ILO Centenary Declaration for the Future of Work (2019) and the Global Call to Action for a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient (2021).
10. The following principles should guide coherent, comprehensive and integrated employment policy frameworks, taking into account country circumstances:
 - (a) Taking full advantage of the inseparable, interrelated and mutually supportive nature of the four strategic objectives of the Organization – employment, social protection, social dialogue and fundamental principles and rights at work – when developing integrated approaches that are coherent and coordinated.
 - (b) Strengthening the connections between inclusive economic growth, employment, labour income and productivity.
 - (c) Promoting both the quality and quantity of employment, while ensuring adequate protection to workers and respect for their rights, including through guaranteeing a safe and healthy working environment.
 - (d) Promoting inclusive structural transformation and diversification for decent work.
 - (e) Increasing workers' capacities to make use of the opportunities available for decent work, including through incentives to promote skills development, reskilling and lifelong learning to enhance employability and adaptability and ensure successful and equitable labour market transitions and access to decent work.
 - (f) Creating and preserving an enabling environment for sustainable development of enterprises.
 - (g) Fostering the transition of workers and economic units from the informal to the formal economy.
 - (h) Being embedded in strong social dialogue and tripartism in their formulation, implementation, and monitoring and evaluation.
 - (i) Being gender responsive and sensitive, and adaptive to diversity and the needs of vulnerable and disadvantaged groups.
 - (j) Facilitating the just transition towards environmentally sustainable and inclusive economies and societies in accordance with the Guidelines for a just transition towards environmentally sustainable economies and societies for all of the International Labour Organization (ILO).
 - (k) Harnessing the full potential of technological progress and productivity growth for decent job creation while tackling the digital divide both within and between countries.

- (l) Being agile and responsive to crises, geopolitical conflicts and emerging risks.
- (m) Building a strong evidence base to support social dialogue, including collective bargaining, and policy development.
- (n) Placing stronger emphasis on implementation support by adequate and sustainable financing strategies and policy coherence and coordination.

III. Strengthening, adapting and implementing comprehensive employment policy frameworks

11. Member States should promote the strengthening, adaptation and implementation of coherent, comprehensive and integrated employment policy frameworks, based on tripartite consultations, which should, as appropriate, and in view of country-specific circumstances, include the following elements:
- (a) Measures and strategies to enhance timely adaptation and responsiveness of policies to labour market challenges, including those stemming from economic, environmental, health, geopolitical and other crises.
 - (b) Pro-employment macroeconomic, industrial, sectoral, environmental, trade, public and private investment policies that facilitate inclusive structural transformation for creating decent jobs, including in care, digital, circular and green economies, and fostering the transition to the formal economy.
 - (c) While harnessing the opportunities of technological change, it should be ensured that workers, including platform workers, are adequately protected, have access to social protection and have decent working conditions.
 - (d) Policies and institutions to ensure that all workers, regardless of their employment status, enjoy adequate protection, taking into account: respect for fundamental rights; an adequate minimum wage, statutory or negotiated; maximum limits on working time; and safety and health at work.
 - (e) Policies and regulations to address insecure forms of work, including through ensuring the correct classification of employment relationships.
 - (f) Policies, with specific attention to micro, small and medium-sized enterprises, that provide an enabling environment for sustainable enterprises, support business continuity and enhance entrepreneurship, productivity and innovation.
 - (g) Support to the role of the public sector as a significant employer and provider of quality public services.
 - (h) Education, skills development and lifelong-learning policies that are responsive to, and anticipate, labour market needs and address existing skills gaps, while ensuring adequate public and private investment, where applicable, in education and training, including apprenticeships.
 - (i) Policies to enhance sustainable productivity growth, with an emphasis on micro, small and medium-sized enterprises and sectors with widening productivity gaps, whilst ensuring a fair share of productivity gains according to value created, including through strengthening social dialogue and collective bargaining at all levels.
 - (j) Policies for adequate, fair and non-discriminatory wages and wage adjustment mechanisms in accordance with national law and practices through the provision of

- adequate minimum wages, statutory or negotiated, and support for collective bargaining at all levels and tripartite cooperation.
- (k) 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 health and safety, adequate minimum wages, statutory or negotiated, maximum limits on working time, and the provision of stable employment.
 - (l) Active labour market policies and employment services, and remove barriers for entrepreneurship and innovation, and support transitions over the life course, including from school to work for young people and from unemployment to employment, along with the labour market participation of women, older people and those in vulnerable groups.
 - (m) Stronger alignment with social protection policies to support workers during disruptions and transitions over the life course.
 - (n) Policies to encourage the transition from the informal to the formal economy, addressing the root causes of informality with specific attention to the needs of the most vulnerable.
 - (o) Policies to support and enable workers and businesses to move away from carbon-intensive economies and to create decent jobs through climate change adaptation and mitigation, ensuring a just transition towards inclusive and environmentally sustainable economies and decent work for all. Occupational safety and health for all workers should be ensured, including in the green and circular economies.
 - (p) 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 a work-life balance and policies to address the unequal division of care responsibilities, including through adequate maternity and parental leave, and the provision of affordable quality care services; mainstreaming gender empowerment policies into the core of the public and private sphere; and combating violence and harassment in the world of work, including gender-based violence and harassment.
 - (q) Measures to support work-life balance, including through regulatory frameworks that may allow for requesting flexible working time arrangements and telework, whilst ensuring and respecting limits on working time and protection for workers' disconnection, according to national regulation and agreement between the parties.
 - (r) In crisis-affected and fragile settings, integration of immediate responses, with sustainable and longer-term strategies, to promote employment and decent work for peace and resilience, in line with Recommendation No. 205.
 - (s) Employment-intensive investment policies, including quality public employment programmes and infrastructure development to support the creation of productive and decent jobs and including programmes to support in-work progression to improve livelihoods.

- (t) Employment interventions in rural areas that increase decent work opportunities, while promoting the diversification of production and sectors, and offering better local economic, environmental and social benefits.
- (u) Greater coherence with labour migration policies to improve labour migration governance, protection of migrant workers' rights, portability and recognition of skills, and portability of social security entitlements.
- (v) Responsive and up-to-date labour market information systems, and effective monitoring, evaluation, and impact assessment of employment policies and programmes.
- (w) Sustainable financing strategies that respond to fiscal constraints in countries and promote resource mobilization that is sufficient and timely, including for public employment services, along with other measures to strengthen policy implementation.
- (x) Strengthen the capacity of governments and social partners, so that these can play a more effective role in policymaking, its implementation and the delivery of necessary support to their members.

12. Comprehensive employment policy frameworks should be implemented through national employment policies and mainstreamed in broader national development plans and other strategies through evidence-based monitoring and evaluation.

IV. Social dialogue

13. Social dialogue plays a critical role in building ownership and finding consensus-based solutions during the formulation, implementation and evaluation of employment policy frameworks, including during disruptions and crises. Social dialogue is also an important part of recovery efforts to build back better and strengthen the resilience of enterprises and workers.
14. Tripartite processes are crucial in promoting policy coherence across economic, environmental, employment and social policies, along with effective inter-institutional coordination mechanisms.
15. 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 and a more equitable distribution of income, and in the case of global supply chains, a fair distribution of the gains where value-added is generated.
16. In crisis-affected and fragile settings, social dialogue is essential in promoting peace, enabling recovery and building resilience.

V. ILO action

17. The International Labour Office should assist Member States, upon request, in the promotion, formulation, implementation, and monitoring and evaluation of policies, strategies and programmes, in line with coherent, comprehensive and integrated employment policy frameworks as outlined above. The Office's activities should be targeted, measurable and rigorously evaluated. The Office should strengthen its work in the following areas:

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

18. Enhance the Office's evidence-based research, data, analytical frameworks and guidance tools to promote inclusive, gender-responsive macroeconomic policies and coherence with sectoral

policies for inclusive economic growth, job creation and formalization, including evidence-based research on public investment in supporting structural transformation in the labour market, job creation and increased productivity.

19. Strengthen the capacity of constituents in the area of pro-employment macroeconomic, industrial, sectoral, trade, investment and infrastructure policies, as well as policies to enhance productivity.
20. Strengthen Member States' capacities to address the full potential of technological progress for the creation of jobs, while addressing the risks of technology on decent working conditions, including algorithmic management, ensuring cybersecurity and data protection; and to tackle the digital divide, both within and between countries.
21. Enhance capacity and guidance on the financing of employment policy objectives.

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

22. Strengthen the focus on support for business continuity and an enabling environment for sustainable enterprises, particularly micro, small and medium-sized enterprises, in line with the Conclusions concerning the promotion of sustainable enterprises adopted by the International Labour Conference in 2007.
23. Support enterprises in creating decent jobs and enhancing productivity through research, policy advice and capacity-building, including on productivity ecosystems.
24. Support and strengthen entrepreneurship development through the removal of barriers and through dedicated incentives to foster innovation and decent job creation.
25. Support enterprises in achieving decent work in global supply chains, through promoting implementation of the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration) and the United Nations Guiding Principles on Business and Human Rights, including in relation to transparency, human rights due diligence, grievance and remedy.

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

26. Strengthen technical support to constituents, including through Decent Work Country Programmes, to enhance the quality of employment and ensure adequate protection for workers, including on fundamental rights, adequate minimum wages, statutory or negotiated, occupational safety and health, and maximum limits to working time in line with the ILO Centenary Declaration for the Future of Work and other relevant instruments.
27. Assist Member States in developing and implementing a multipronged approach to support the transition from the informal to the formal economy by identifying the root causes and tackling the multiple drivers of informality in line with Recommendation No. 204.
28. Integrate employment and social protection policies, taking into account the Conclusions concerning the second recurrent discussion on social protection (social security) (2021), with a view to achieving the objectives of the United Nations Secretary-General's Global Accelerator on Jobs and Social Protection for Just Transitions.
29. Implement the ILO Youth Employment Action Plan (2020–2030) to support countries, among others, in operationalizing gender-responsive youth employment policies, and strengthen global multistakeholder partnerships, including with a focus on young people not in education, employment or training.

30. 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).
31. Support Member States in developing and implementing active labour market policies and modernizing and strengthening the capacities of public employment services, and leveraging possible cooperation, where appropriate, and considering the complementary role of private employment agencies, when adequately regulated, in line with Convention No. 181.
32. Support Member States in their efforts to promote work-life balance, including on disseminating good practices on enhancing the provision of telework, whilst ensuring protection of workers.
33. Strengthen the focus on addressing inequalities, including wage inequalities, and discrimination in all its forms, including multiple and intersecting forms in the labour market, taking into account the Conclusions concerning inequalities and the world of work (2021).
34. Build the evidence base and guidance to promote inclusive labour markets and more effective employment programmes for young people, women, older persons, persons with disabilities, informal workers, migrant workers and other vulnerable groups.
35. Promote effective policies and document good practices related to decent work for people with disabilities, in line with the UN Convention on the Rights of Persons with Disabilities, including financial incentives, assistance, reasonable accommodation within workplaces and, where appropriate, the use of quotas or targets to increase participation in the labour market that are agreed among social partners.
36. Support Member States, particularly in disaster- or conflict-affected situations, to promote employment-intensive investments, including through public employment programmes.

D. Standards-related action

37. Continuously strengthen standards-related action, including the further promotion of ratification and effective implementation of all relevant international labour standards.
38. Provide support on standards-related campaigns and capacity-building of constituents on all relevant international labour standards, including those indicated in point 8.

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

39. Strengthen policy advice based on Member States' priorities, including through development cooperation and technical support facilities.
40. Foster policy dialogue and coordination across government and with social partners.
41. Develop new innovative tools to support employment impact assessments and diagnostics, and monitoring and evaluation, in a timely and responsive manner.
42. Support Member States' responses to crises, including through rapid conflict and disaster needs assessments, and strengthen the role of social partners in promoting peace and resilience.
43. Assist Member States in conducting employment impact assessments of policies and investments.

44. Build knowledge on new and emerging issues, particularly on those identified above, including through the annual publication of a Social Dialogue Flagship Report, in line with the 2018 Conclusions concerning the second recurrent discussion on social dialogue and tripartism, and allocate the necessary financial resources to this end and improve dissemination of research through integrated platforms and statistical and policy databases, including those on collective bargaining agreements and crisis responses.

F. Enhance policy coherence and global advocacy

45. The ILO must play a global leadership role in employment policies while strengthening cooperation with relevant multilateral and regional organizations and processes, with a focus on:
 - (a) Strengthening collaboration with international financial institutions and development partners to increase the employment effects of their operations and enhance policy coherence.
 - (b) Contributing to a better understanding of living wages by undertaking peer-reviewed research on concepts and on estimations in that respect, and by providing assistance to Member States, upon request.
 - (c) Promoting pro-employment and gender-responsive macroeconomic, sectoral, trade and investment policies within the multilateral system.
 - (d) Strengthening collaboration with multilateral and regional organizations in developing and implementing financing strategies for coherent, comprehensive and integrated employment policy frameworks in Member States as part of the implementation of the United Nations Global Accelerator on Jobs and Social Protection for Just Transitions.
 - (e) Promoting international cooperation for technical and financial support to developing countries upon request.
 - (f) Advancing research and analysis and impact assessment tools of employment policies and engaging multilateral and regional organizations in policy outcomes.
 - (g) Facilitating peer learning between Member States.