



**Fourth item on the agenda:
Employment and social protection
in the new demographic context
(general discussion)**

**Report of the Committee on Employment
and Social Protection in the
New Demographic Context**

1. The Committee on Employment and Social Protection in the New Demographic Context (Committee on the New Demographic Context), set up by the International Labour Conference (Conference) at its first sitting on 5 June 2013, initially consisted of 163 members (80 Government members, 27 Employer members and 56 Worker members). To achieve equality of voting strength, each Government member entitled to vote was allotted 189 votes, each Employer member 560 votes and each Worker member 270 votes. The composition of the Committee was modified five times during the session and the number of votes attributed to each member adjusted accordingly.¹

¹ The modifications were as follows:

- (a) 5 June (evening): 210 members (103 Government members with 2,752 votes each, 43 Employer members with 6,592 votes each and 64 Worker members with 4,429 votes each);
- (b) 6 June: 211 members (103 Government members with 2,795 votes each, 43 Employer members with 6,695 votes each and 65 Worker members with 4,429 votes each);
- (c) 7 June: 187 members (106 Government members with 805 votes each, 46 Employer members with 1,855 votes each, and 35 Worker members with 2,438 votes each);
- (d) 13 June: 166 members (108 Government members with 35 votes each, 30 Employer members with 126 votes each and 28 Worker members with 135 votes each);
- (e) 14 June: 164 members (108 Government members with 7 votes each, 28 Employer members with 27 votes each and 28 Worker members with 27 votes each).

2. The Committee elected its Officers as follows:

Chairperson: Mr James Matiza (Government member, Zimbabwe) at its first sitting

Vice-Chairpersons: Ms Tanya Cohen (Employer member, South Africa) and Ms Cinzia del Rio (Worker member, Italy) at its first sitting

Reporter: Mr Lucas Vinícius Sversut (Government member, Brazil) at its sixth sitting

3. At its sixth sitting, the Committee appointed a Drafting Group to draw up draft conclusions based on views expressed during the plenary discussions, for consideration by the Committee. The Drafting Group was chaired by the Chairperson of the Committee, and was composed of seven Government members, eight Employer members and eight Worker members. The members appointed were:

Government members: Ms Jody Anderson (Australia), Ms Claudia Calderón (United States), Ms Susana Casado García (Mexico), Ms Linda Dumba-Chicalu (Namibia), Ms Agnes Moilola (South Africa), Ms Maureen O’Sullivan (Ireland), Mr Wolfgang Scholz (Germany)

Employer members: Mr Marc Atibu Saleh Mwekee (Democratic Republic of the Congo), Mr Felipe Chen Castillo (Panama), Ms Michèle Claus (Belgium), Ms Tanya Cohen (South Africa), Ms Katie Dash (United Kingdom), Ms Linda Facchin (Canada), Ms Jenny Lambert (Australia), Mr Kent McVay (United States)

Worker members: Mr Grant Belchamber (Australia), Ms Cinzia del Rio (Italy), Mr Ariel Ferrari (Uruguay), Ms Malika Mokrani (Algeria), Mr Ernest Nakenya Nadome (Kenya), Ms Dijana Šobota (Croatia), Mr Chuanhua Wu (China), Mr Guillermo Zuccotti (Argentina)

4. At its seventh sitting, the Committee constituted a small subcommittee tasked with preparing recommendations on linguistic amendments that would be put to the Committee for consideration. It was composed of two Government members (Ms Susana Casado García (Mexico) and Mr Benjamin Dessy (Belgium)); two Employer members (Ms Michèle Claus (Belgium) and Ms María Elvira Domínguez (Uruguay)); two Worker members (Mr Fernando Carmona (Chile) and Mr Jean-Claude Tricoche (France)); and one adviser (Ms Linda Facchin (Employer member, Canada)).

5. The Committee had before it Report IV, entitled *Employment and social protection in the new demographic context*, prepared by the International Labour Office (Office) for a general discussion of the fourth item on the agenda of the Conference.

6. The Committee held 11 sittings.

Introduction

7. The representative of the Secretary-General, Mr Gilbert Hougbo, Deputy Director-General for Field Operations and Partnerships, stated that the new demographic context was currently one of the key drivers of change in the world of work. While employment and social protection had been addressed in previous sessions of the Conference, the

Governing Body had asked the Committee to provide important guidance for the Organization and its Members regarding the way forward to achieve social justice in the new demographic context.

8. The deputy representative of the Secretary-General, Ms Azita Berar Awad, Director of the Employment Policy Department, summarized the Office report by highlighting the trends, economic and social implications, policy issues and possible follow-up action for the Office regarding population growth and ageing. In the light of increasing life expectancy and declining fertility, the world's population was expected to reach 9 billion by 2050. Countries were affected differently by the demographic transition, with most industrialized countries facing ageing and shrinking populations and most developing countries confronted with growing populations, a youth bulge and rapid ageing. Globally, those trends translated into a growing labour force, a larger share of older workers in the labour force and increased dependency ratios. Policy options for addressing the challenge of creating decent jobs and ensuring sustainable social protection systems needed to be context specific. Policies should be integrated, comprehensive, gender sensitive – while focusing at the same time on youth and older people – foster employability, combat discrimination, ensure universal social protection and put in place a pro-employment macroeconomic framework. Policies for safety and health measures, adequate workplaces and working conditions had to take into account the needs of ageing populations and promote and sustain the care economy. Demographic challenges could be addressed most effectively by adopting an integrated, inter-generational and life-cycle perspective, and tripartite social dialogue was the best mechanism to design and implement context-sensitive, timely and appropriate policy responses. She highlighted that a wide range of international labour standards provided relevant guidance for designing policy responses to address the demographic challenge, in particular the Older Workers Recommendation, 1980 (No. 162). Possible follow-up action by the Office included improving data- and information bases on the new demographic context, the promotion of an integrated, inter-generational and life-cycle approach, and the mainstreaming of demographic issues into employment and social protection work.
9. The deputy representative of the Secretary-General, Mr Alejandro Bonilla García, Director of the Social Protection Department, presented the suggested points for discussion by the Committee and introduced the members of the secretariat.
10. During the third sitting, the President of the Conference addressed the Committee. He underlined the critical importance of the discussion on employment and social protection in the new demographic context. The tripartism practised in the ILO should contribute to finding solutions that combined social protection, labour market and economic policies to ensure high levels of employment, income security and gender equity over the life cycle.

Opening statements

11. The Employer Vice-Chairperson stressed that, while the timing, rate and extent of demographic change differed across countries, all countries needed to address the implications of those developments. The increased dependency rate could threaten the financial sustainability of social security and health-care systems, while reduced consumption affected economic growth and development. Ageing impacted on labour markets, particularly on the availability of skilled workers, and was thus of direct concern for employers. She called for an integrated approach, which recognized the interdependencies between age, employment, economic development and social protection. The World Assemblies on Ageing, held in Vienna in 1982 and in Madrid in 2002, had aimed at promoting equality of treatment for older workers and enabling them to work

with security and dignity. The ILO addressed the issue of ageing in the Older Workers Recommendation, 1980 (No. 162). She observed that expanding employment for older workers was linked to increasing labour participation for workers of all ages and required increasing the total volume of employment opportunities. That could be achieved through different policy measures such as: raising retirement ages; discouraging early retirement; building the business rationale for the employment of older and younger workers; enhancing employability through lifelong learning and career development; and adapting the structure and organization of work to facilitate workplace transitions and greater participation in work through alternative working patterns, for example by enabling workers to work from home or part time, or changing the perceptions and attitudes regarding older workers to promote their labour force participation. An overall enabling environment for employment and economic growth should be created, including a stable macroeconomic environment, open markets, policies to promote small and medium-sized enterprise (SME) development, entrepreneurship, skills and career development, employability, sustainable enterprises, stable and efficient labour markets, security, the rule of law, secure property rights and stable financial markets. Moreover, labour markets needed to be sufficiently flexible and barriers to re-entry or participation in work through overly rigid employment protection legislation should be addressed.

12. Ageing placed, directly and indirectly, a heavy burden on social security schemes, through increased spending on pension and health support for older people on the one hand, and through a smaller working population contributing to social security schemes on the other. Expanding productive employment was the best way to secure funding for social protection systems as it would increase contributions to social protection schemes and reduce expenditures. The key question was therefore how to align the adjustment of social protection systems with employment-generating policies. She underscored that employment was the best social protection. The issue of migration required more attention. Effective and efficient labour migration policy was needed to facilitate the movement of workers in search of work and respond to employers' needs for innovative, skilled and experienced workers. An increase in the migration of caregivers to meet increased care requirements for older people was to be expected. She emphasized that dialogue and tripartism were critical in the search for country-tailored solutions to the challenges of demographic change. It was important that the ILO collected relevant information, shared best practices and strengthened the capacity of the social partners to engage in social dialogue so that countries could adopt appropriate policy frameworks.
13. The Worker Vice-Chairperson thanked the Office for the background report on such an important and complex issue but made the case for a more balanced view on some of the arguments presented in the report. Apart from the fact that the report should have addressed in more detail the demographic challenges of developing countries, she considered that the report overestimated the negative impacts of population ageing. She emphasized that living longer and more healthy lives constituted a key achievement of human development. The problem was not ageing itself but that too many people still died prematurely due to insufficient access to health care, hazardous working conditions, malnutrition and environmental degradation. Also, many developing countries would have a demographic dividend during the decades to come. Over the last century, economic growth had outpaced population growth, and the overall level of wealth globally suggested that the resources existed to put an end to poverty, and old-age poverty in particular. She called for political will to ensure a fairer distribution of wealth, the extension of social protection, improved working conditions, better educational services and universal access to health and care services. The demographic challenge for most countries for decades to come would not be a scarcity of labour but a substantial labour surplus. Extending pension coverage to all would help to reduce the labour surplus. But, more importantly, real private and public investment would contribute to generating the required additional jobs. Current

expenditure cuts and austerity measures were depressing economies and were dysfunctional. Rather, she called for the reform of existing tax systems and for more decisive action against tax evasion to increase public revenues and build fiscal space through a broad and sufficiently progressive tax base. Strong and sustainable social security systems would only be achieved through decent employment with fair wages that enabled people to contribute to social security systems. Strong labour market institutions and collective bargaining were key to achieving a level playing field that avoided unfair competition through exploitative labour practices. Social security contributions had to be paid for all types of employment. Atypical and precarious forms of employment jeopardized the sustainability of social security systems and policies should ensure the formalization of the informal economy in many developing countries. Real incentives were required to move towards formality. Apart from generating more and better jobs, fighting inequality and old-age poverty was a key challenge. The 2011 Conference discussion on social security and the adoption of the Social Protection Floors Recommendation, 2012 (No. 202), as well as the Social Security (Minimum Standards) Convention, 1952 (No. 102), provided excellent policy guidance in that regard. A consensus had been achieved in 2012 that a social protection floor for everybody and higher contributory systems for as many as possible should be a priority for member States. Unhealthy and exploitative working conditions that resulted in premature ageing constituted a further challenge. With an abundant supply of labour, companies were able to externalize the cost of unhealthy working conditions and dismiss older workers with health problems. Healthy and safe working conditions but also constant skills upgrading would ensure that workers maintained full productive capacity. The Older Workers Recommendation, 1980 (No. 162), already provided comprehensive guidance in that respect and its continued relevance should be acknowledged. Regarding the question of the retirement age, she referred to the right to retirement for all and that it was unacceptable that many workers were forced to work until they were in need of care or until they died. Building universal pension systems must be a policy priority. Regarding the sustainability of pension systems, the financial and economic crisis should not be used as a pretext to undermine acquired social protection rights; rather, the financial sector itself should contribute to finding solutions. She thought that the necessary adjustments of pension systems in the light of demographic change could be undertaken without cutting pensions to the extent that was currently being witnessed in southern Europe.

14. Another key point was the difference among retirees resulting from different work biographies, which needed to be reflected in the discussion on the retirement age. Workers with university degrees entered labour markets later than those without. As a result of care obligations more often being carried out by women, women did not have the same opportunity as men to earn pension entitlements. Also, some professions were physically more demanding than others. The poor, who started work at an early age and often worked in hazardous conditions, enjoyed a shorter period of retirement. There was also a growing number of people working past retirement age, with some being forced to do so out of material necessity rather than choice. Extending the pension age for everybody would thus lead to regressive redistribution in favour of higher-income categories that enjoyed higher pensions and lived longer. The speaker pointed out that the biggest challenge in the new demographic context was increased care needs for the elderly. Countries lacked knowledge and ideas as to how to address the problem and the Committee should use the opportunity to make a major contribution to advancing the policy debate about the care economy, including by considering whether an ILO standard could provide guidance in that respect. Issues to be discussed included universal access to quality care services, dignity and respect for those with care needs and decent work for caregivers. Currently, unpaid family care work was both overburdening for – mainly female – caregivers and often did not fully meet the needs of the persons for whom they were caring. In light of the emotionally

demanding nature of the work, it was important to share care work as widely as possible in society and to ensure dignity for people with care needs.

- 15.** The Government member of Ireland, speaking on behalf of the European Union (EU) and the Governments of its Member States attending the Conference² (hereinafter referred to as the EU and its Government members), as well as on behalf of the Government members of Albania, Armenia, Croatia, Iceland, Montenegro, Serbia, The former Yugoslav Republic of Macedonia and Ukraine, stated that, as the EU had been founded on the universal values of human rights, dignity, freedom, equality and solidarity, it was committed to promoting active ageing and solidarity between generations. In 2012, the European Year for Active Ageing and Solidarity between Generations had contributed to creating political momentum to tackle the challenges of ageing populations, including through the adoption of the Guiding Principles for Active Ageing and Solidarity between Generations, which provided a checklist of possible action in the fields of employment, social participation and independent living. She welcomed the comprehensive approach underlined in the Office report that combined economic, employment and social measures. The following guiding principles to ensure well-being, autonomy and activity for people of all ages were important: promoting participation in the labour market through lifelong learning, inter-generational transmission of knowledge and achieving good work–life balance; recognizing the contribution of all age groups to society; ensuring sustainable and adequate social security benefits; and recognition of the relevant ILO instruments, as well as social dialogue. She emphasized that well-designed welfare systems, in addition to performing a protecting and stabilizing role, also constituted a long-term investment in human capital and were indispensable to building fairer and more inclusive societies. The discussion should produce concise, strategic and action-oriented conclusions that showcased the importance of the ILO to the modern world of work.
- 16.** The Government member of Colombia, speaking on behalf of the Government members of the Group of Latin American and Caribbean Countries (GRULAC) attending the Conference,³ noted that, following the adoption of the Brasília Declaration at the Second Regional Intergovernmental Conference on Ageing in Latin America and the Caribbean in 2007, the awareness of ageing in the region had increased. The region's countries had initiated the creation of the Open-ended Working Group on Ageing by the United Nations (UN) in 2010. As documented in the publication *Ageing, solidarity and social protection in Latin America and the Caribbean*, Economic Commission for Latin America and the Caribbean (ECLAC), February 2013, the region was undertaking a regional consensus-building process to approve a convention on the importance of the rights of older persons by the Organization of American States (OAS) so as to recognize older persons as rights bearers with special needs whose visibility needed to be enhanced. The region was passing from a young population structure in 1950 to an ageing population trend that would accelerate over the decades to come. Since the 1990s, the region had successfully adopted policies to include marginalized populations in the labour market and social security systems, creating virtuous cycles of investments in social security and economic growth.

² Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, United Kingdom.

³ Argentina, Barbados, Plurinational State of Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Suriname, Trinidad and Tobago, Uruguay, Bolivarian Republic of Venezuela.

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- 17.** The Government member of Nigeria, speaking on behalf of the Government members of the Africa group attending the Conference⁴ (hereinafter referred to as the Africa group), noted that developing countries were facing the challenge of ageing and a simultaneous lack of decent and productive employment opportunities, high levels of poverty and informality for their growing populations. The major challenge in Africa was to create jobs. The report underlined the contribution of older people to the economy and society. The Older Workers Recommendation, 1980 (No. 162), emphasized the importance of protecting the right of older workers to equality of treatment, social protection and the removal of gender disparities in access to social security. Non-contributory pension schemes helped to ensure basic income security in old age, especially for women in several southern African countries, but a further major challenge lay in the formalization of the informal economy and building the capacity of the labour force. The possible policy responses listed in Chapter 3 of the report could assist countries to promote employment, sustainable and broader social protection, ensure access to health care and develop effective labour market institutions.
- 18.** The Government member of Sweden, speaking on behalf of the Government members of the Nordic countries⁵ attending the Conference, supported the recommendations and policy options contained in the report. The ratio of old people to young people was rising in the Nordic countries. That called for a cross-sectoral, cross-generational and integrated approach that started with creating a working environment that would promote workers' well-being and encourage productivity. High employment rates and the development of capacities were of key importance. Continued training and education were needed to provide skills and develop competencies for both older and younger workers, in line with labour market expectations and demands.
- 19.** The Government member of Belgium indicated that demographic trends posed challenges for all countries and regions. Older female workers suffered more discrimination than older men, especially in developing countries with a large informal economy, where they were over-represented. Belgium supported the EU Council Declaration on the European Year for Active Ageing and Solidarity between Generations (2012): The Way Forward. Measures to reduce discrimination related to age, disability and workers with HIV/AIDS should be encouraged, with increased access to quality social and public employment services. Policies should be inclusive and progressive. Social security was an investment in human capital that should be guaranteed to all citizens. Participation of older workers in devising policy responses should be encouraged.
- 20.** The Government member of Australia noted that ageing populations would impact on all aspects of life in all countries and across borders. She supported long-term, sustainable policies and recognized that employment and social protection policies were complementary. She called for increased cooperation among countries as well as further collaboration between governments and social partners.

⁴ Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Eritrea, Ethiopia, Gabon, Ghana, Guinea, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Senegal, Seychelles, South Africa, South Sudan, Sudan, Swaziland, United Republic of Tanzania, Togo, Tunisia, Uganda, Zambia, Zimbabwe.

⁵ Denmark, Finland, Iceland, Norway, Sweden.

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- 21.** The Government member of the United States indicated that the increasing number of retired workers and the larger proportion of the elderly in the population would result in economic and fiscal challenges in both developed and developing countries. Investments enhancing innovation were needed, as they would boost productivity and faster-growing economies, with higher returns to workers and increases in living standards. The challenge was to equip workforces with skills and increase their income by making them more productive. That would reduce the number of people who had to rely on government assistance.
 - 22.** The Government member of Algeria said that the new demographic context aggravated the effects of the economic and financial crisis. Both employment and social protection policies were needed to address issues such as skills shortages, social protection coverage, sustainability of social security systems and migration flows. He supported the Africa group statement on the factors that had prompted a path towards ageing populations in developing economies, namely high infant mortality rates, pandemics, violence and migration. Developing countries had young populations and were more concerned with youth employment and formalization of the economy. It was therefore necessary to devise policy options relevant to the different contexts.
 - 23.** The Government member of Canada recognized the demographic shift towards an ageing population and its impact on employment and social security. He stressed the need for better information and experience sharing on good practices, to ensure better planning. That demographic shift also presented opportunities, including benefiting from the wealth of experience of older workers as well as from the talent of under-represented groups in the workforce.
 - 24.** The Government member of Mexico called for a better understanding of the factors that prompted demographic changes. In Mexico, as the number of older adults was expected to grow from 6.2 per cent in 2010 to 10.5 per cent in 2030, the Government was working in collaboration with the ILO on the establishment of a social protection floor. Planning, accountability and evaluation had played an important role in the design and implementation of social protection measures.
 - 25.** The Government member of the Islamic Republic of Iran described the efforts of her country in promoting social justice, decent work and improved social protection to older workers, women, migrants and persons with disabilities, despite an economic context of crisis and sanctions. Such efforts were aligned with the ILO Declaration on Social Justice for a Fair Globalization (2008) and with the Social Protection Floors Recommendation, 2012 (No. 202). Her Government was interested in cooperating and exchanging relevant best practices and lessons learned.
 - 26.** The Government member of Turkey stated that ageing had an impact on health care, social security, environmental issues, education, job opportunities, socio-cultural activities and domestic life. Turkey was expecting to have increasing labour supply until 2035–40, due to high fertility rates. The Government had two main goals: providing decent employment and living conditions to its working-age population; and planning appropriate measures to address the needs of the population which would be gradually ageing. Furthermore, active and passive labour market policies were being put into effect to increase both women's and youth employment; a comprehensive social security reform was being realized; and the retirement age was being increased to 65 years for both women and men. A national action plan on ageing was also being prepared.
 - 27.** The Government member of Namibia pointed to the diversity of challenges faced by countries. Some countries required a multipronged approach; some faced demographic

ageing in urban areas and young populations in rural areas; and others were in a transition phase. Therefore, a one-size-fits-all formula would not work. Policies targeting a specific vulnerable group through means testing could be more successful than universal benefits. Furthermore, preparing retirees 15–20 years in advance could be helpful. The role of the informal economy should be given due consideration, as well as the attitude of older people towards embracing changes in technology. The reintegration of older people in the labour market could affect the cost of labour and consequently deter investors.

- 28.** The Government member of Guinea indicated that numerous African countries had low levels of social protection coverage. Depending on the country, between 3 and 10 per cent of the population was covered. The concern was thus to create job opportunities for young people who would be able to contribute to the financing of social protection coverage. Guinea was currently assisting women in precarious situations and addressing the provision of health care to vulnerable population groups. Moreover, for African countries, peace and political stability were major issues which would need to be tackled to ensure any tangible outcomes of the issues discussed.
- 29.** The Government member of Morocco said that the increasing ageing of societies in the decades to come would bring about several economic and social challenges, including the economic viability of social security systems and increased pressure on labour markets of developed and developing countries. Since Morocco faced high levels of informality, low social security coverage and an expected deficit in its retirement funds, the Government had launched a reform of the pension system complementing other initiatives aimed at combating poverty, social exclusion and extending social protection. Only well-designed policies which would consider ageing as a natural process, promote sustainable growth and continue the fight against poverty and social exclusion would enable the country to overcome the challenge.
- 30.** The Government member of Bahrain, speaking on behalf of the Gulf Cooperation Council (GCC) countries ⁶ and Yemen Government members of the Committee, emphasized the importance of promoting youth employment. The report pointed to the need to integrate older people into the labour market, while the GCC countries had been encouraging them to leave the labour market. The policy approach should not be rigid, as in some contexts reintegrating older people in the labour market might be to the detriment of young people, who were currently a priority in the GCC countries where they formed the largest segment of the population. Furthermore, labour migration would need to be considered.
- 31.** The Government member of Egypt stated that her country did not suffer from the consequences of ageing described in the report. More than 50 per cent of its 90 million inhabitants were economically active young people looking for job opportunities. Her country focused on training youth to meet labour market needs in Egypt and in the region, and on addressing problems in the informal economy. She reiterated the importance of social dialogue and the need to provide social protection to old people.
- 32.** The Government member of the Philippines explained that her country's social protection floor would guarantee access to essential health care, income security for children, basic income security for active age groups, and income security for old people. However, sustaining the Philippines' economic performance would be a challenge. Social insurance for old people was still limited, and provided by the family. At the same time, more than 50 per cent of the unemployed were aged between 15 and 24 years. Prolonged

⁶ Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, United Arab Emirates.

unemployment posed a great risk for the employability of youth. She looked forward to an integrated and inter-generational policy framework, and future technical cooperation to better address the issues that demographic changes brought.

- 33.** The Government member of China said that his country faced many of the ageing-related problems described in the report. The manufacturing sector faced a shortage of skilled workers because of the retirement of older workers, while many young people were unwilling to work in the sector. At the same time, many young people were unemployed. The most developed regions in China were also affected by internal migration of the workforce. Education, training, restructuring of the economy and enhancing the employability of young people were some of the measures needed for resolving ageing-related problems.
- 34.** The representative of International Young Christian Workers agreed on the need for a long-term integrated approach to addressing demographic changes, which would also take young workers into consideration. Indeed, young workers and older workers often had precarious jobs, faced discrimination and lacked access to social protection. She stressed the importance of the principle of inter-generational solidarity. Many young workers, especially women, still did not enjoy any right to social protection. Decent work was still the best guarantee against poverty. She called on governments and social partners to increase the participation of all groups, especially women, young people, migrants and older people, in the labour market; widen social protection programmes to increase access to public education, health and housing; end discrimination against informal workers; create an enabling environment for trade unions; recognize and support civil society movements; and establish dialogue at the national level.
- 35.** The Employer Vice-Chairperson noted that there were many areas of common concern. The Workers' group had underlined the need for lifelong learning; the Employers' group also believed in its importance, and that it was a shared responsibility between employers, workers and governments. Efficient tax collection could assist with supporting social protection, but increased taxes were not the solution. There had to be income generation through employment. Social protection needed to be examined taking into account all generations and groups, and especially those outside of social protection systems: women, the informal economy workers, persons with disabilities and youth. Policies should incentivize people to work. Thanking governments for providing regional insights, she listed a number of areas for focus: the importance of social protection floors; countries with high unemployment; youth unemployment; the importance of adjustability; income generation through employment; and innovation in employment and social protection. The Employers' group agreed with the EU and its Government members that the Committee needed concise and action-oriented outputs. Finally, she reiterated that employment was the best guarantee for social protection.
- 36.** The Worker Vice-Chairperson noted the consensus on many concerns and policy priorities. Many differing social and economic conditions, and thus different policies, needed to be acknowledged. To increase social protection, the right macroeconomic and active labour market policies were needed. Other areas requiring attention were the need to improve participation rates among women and youth and the need to move from the informal to the formal economy. Lifelong learning and training also had to be underlined. Finally, the Workers' group considered inequalities to be a key issue that would reappear under each point for discussion.

General discussion

Point 1. What are the key challenges and main social and economic implications of the demographic transition for developed and developing countries in different regions?

37. The Employer Vice-Chairperson raised six points. First, she emphasized the need for a pro-employment economic framework that addressed increasing dependency rates, built income-generating sectors, removed barriers to employment and improved the business case for employment. She recalled that a lack of employment constituted a challenge for workers, employers and governments alike, and that it was enterprises that created jobs but they needed a conducive environment to do so. A second major challenge lay in maintaining and improving social protection for older workers in the context of rising dependency rates and social protection expenditure for ageing workers. Countries with large informal economies, high unemployment and low labour force participation rates faced challenges regarding low coverage and inadequate social protection. Third, there would be an increase in demand for care workers for an ageing population. Fourth, employers were faced with human resources constraints regarding skills mismatches and shortages. Fifth, another challenge was to increase labour force participation of the whole of the working-age population to increase the contribution base for the social protection system. Finally, she stressed the importance of reorienting policies to address the disconnect between employment and social policies and take account of the new world of work and the importance of all different employment relationships to ensure flexibility.
38. The Worker Vice-Chairperson focused on two main challenges: identifying the key parameters for ensuring a sustainable pension system and inclusive societies; and how societies could save for the future. Regarding the first challenge, figures 1.1 and 1.5 of the Office report gave reason to believe that the demographic transition would be manageable. Globally, the dependency rate in 2050 would be lower than during the last two decades of the twentieth century. Economic crises and high levels of unemployment constituted a much more serious threat to the sustainability of pension systems than demographic developments. Those countries faced with high dependency rates should be more visionary in their search for solutions than limiting change to just three parameters: pension age, contribution rates and benefit levels. Policies that encouraged high levels of formal employment, fair primary income distribution, a broad and sufficiently progressive tax system and overall productivity growth all contributed to improving the sustainability of pension schemes. She stressed that for the dependency ratio, labour force participation, especially of women, was decisive, not the size of the working-age population. In that regard, universal access to quality childcare facilities and care services for the elderly was required. The transition towards formality required law enforcement, including through better labour inspections complemented with quality public services and administrative support. The State should also ensure that public funds, whether through procurement or credit, could only be accessed by enterprises that paid taxes and social security contributions. Reversing the declining wage share trend, effective minimum wages, socially responsible regulation of atypical forms of employment and extending collective bargaining constituted further measures to broaden the revenue base of social protection systems and reduce inequality. She called for policies that invested in lifelong learning, public infrastructure, fair competition, knowledge transfer and a regulatory environment in order to increase sustainability of both enterprises and jobs. With fair income distribution, even modest annual growth allowed real incomes to increase for everyone, even when a growing percentage of gross domestic product (GDP) needed to be allocated for pensions.

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- 39.** On the second question of how societies could save, the speaker wished to rectify the misconception that individuals could save collectively through funded pension systems in a similar way as they could save individually. All generations needed to produce what they consumed and, in closed economies, savings always equalled debts. The crisis had demonstrated the unpredictability of capital-funded systems; shifting the entire performance risk of such savings systems to pensioners was unacceptable. Pension systems needed to guarantee at least a minimum replacement rate. The experience in Latin America with funded systems had produced business opportunities for the financial industry but at the cost of social exclusion and greater inequality among the pensioner population. She pointed out that the level of investment in a society was not determined by the level of savings but rather by the profit expectations of the investor and the banking sector. On the contrary, excessive savings might lead to a contraction of investment due to a drop in consumption. Societies as a whole thus did not grow richer if citizens increased their savings and reduced consumption. Rather, societies would save by fulfilling the preconditions for building and maintaining strong economies through real long-term private and public investment in infrastructure, including good roads, renewable energy systems and other environmentally friendly technologies, public transport, education and research. Preparing for demographic change did not mean individual savings, but investing now in public goods and services that the next generation could still benefit from.
- 40.** The Government member of Ireland, speaking on behalf of the EU and its Government members and also on behalf of the Government members of Albania, Armenia, Croatia, Iceland, Montenegro, Serbia and The former Yugoslav Republic of Macedonia, noted that while Europe was already facing the challenge of ageing, the Office report indicated that three-quarters of older people would live in developing countries by 2050. She stressed that the nature, scale and pace of demographic trends, as well as resulting challenges, varied from country to country. Dependency levels would rise as a result of demographic transition. Increasing labour market participation – especially of women, who were also exposed to higher income insecurity because of the employment, working time and earnings gaps between them and men – would require consideration to be given to work–life balance. She highlighted the lack of employment opportunities for young people as a key global challenge, a subject which had been addressed during the general discussion on the youth employment crisis at the Conference in 2012. The positive aspects and challenges of ageing for social security systems, public finances and labour markets were high on the agenda of the EU. Several Member States had made progress in reforming labour markets, social security and pensions towards a more sustainable path, while allowing adequate incomes in old age. Reforms had to preserve the role of social protection systems in preventing and reducing poverty and inequality. Careful design of reforms would avoid negative repercussions on poverty levels, productivity, economic growth, health of the population and social cohesion. Greater longevity would make lifelong learning and skills development ever more important. Well-focused migration policies would also help to cover skills gaps.
- 41.** The Government member of Nigeria, speaking on behalf of the Africa group, noted that a large share of population growth over the coming decades would be concentrated in developing countries. Most African countries had high population growth rates and hence a large proportion of young people; developing countries thus faced the opposite challenge to that faced by ageing developed countries, although she also observed that by 2050 three-quarters of the world's older population would be living in developing countries. African countries were facing challenges of high unemployment rates and skills shortages among their large youth populations, resulting in high poverty levels and crime rates. Increased labour force participation for women – currently lower than that for men due to factors such as education, culture and work–life balance – should be encouraged. Africa was doubly adversely affected by international migration trends: incoming migrant workers

often filled jobs requiring higher qualifications, such as in the oil and gas industry, while skilled Africans were migrating to developed countries in search of work. Brain drain could be observed for example in the health sector. Trafficking and forced labour as well as internal rural-to-urban migration constituted further challenges for the African continent. African countries often lacked labour market information systems that would allow for better planning and management, especially of social security systems. Better information was needed that took the particularities of the African context into account, especially regarding data on unemployment. High levels of HIV/AIDS were increasing the dependency rate in Africa. The continent also faced an increasing challenge from climate change.

42. The Government member of Cameroon affirmed that the demographic challenge could be met. Her country had a reversed age pyramid, with 70 per cent of the total population in the younger age brackets. The informal economy was large and expanding with negative consequences on the economy, the labour market and overall development including dropping productivity rates and increased unemployment. To meet those challenges, linkages between social protection and employment would have to be further explored. Cameroon was aiming to create a virtuous cycle of boosting decent work and aggregate demand resulting in higher incomes and tax revenues. Cameroon intended to ratify the international labour standards related to employment and social protection, including the Social Security (Minimum Standards) Convention, 1952 (No. 102), and the Domestic Workers Convention, 2011 (No. 189).
43. The Government member of Canada said that the demographic transition affected all countries, though in different ways depending on the region. The labour force was projected to decline over the short to medium term in his country and that could slow down economic growth. Demographic change would also create fiscal pressure for governments with significant demands being placed on publicly funded retirement income systems, health care and other services, which would in turn create pressure on other areas of investment such as education, physical infrastructure, training and income support. He emphasized, however, that the trend also created opportunities for the inclusion of underrepresented groups such as aboriginal peoples, older workers, persons with disabilities and immigrants, and an overall more diversified and representative workforce.
44. The Government member of Norway endorsed the EU statement but cautioned that demographic forecasts were based on assumptions and that fertility, mortality and migration could be influenced through policies. The experience of Nordic countries for example showed that policies mattered. Declining fertility trends in the 1970s and 1980s had been reversed by introducing family, economic, social and labour market policies to facilitate the combination of work and family life; fertility rates had increased. Mortality rates had decreased because of improved health services and healthier workplaces.
45. The Government member of Argentina agreed with the Government member of Norway regarding the importance of public policy and described how Argentina had implemented far-reaching structural reforms and employment-based policies that focused on social inclusion. Argentina had extended social security coverage to more than 90 per cent of the older population, as well as to more women, young people and marginalized groups of society. A substantial investment in social security expenditure, including for children, women and pensioners, had gone hand in hand with improved economic performance and a more egalitarian distribution of the benefits of growth. The experiences in Latin America could be held up as a model for European countries. However, youth unemployment remained a problem in Latin America, with youth unemployment levels twice the national average. More should be invested in training young people and integrating them into the labour market, but the generation of employment lay at the heart of the problem.

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46. The Government member of the Islamic Republic of Iran echoed previous speakers in that parameters varied from country to country and education, skills and lifelong learning were important for meeting labour market needs. Planning of human resources and the availability of decent jobs and professional competencies could reduce the consequences of demographic change. Labour shortages could be addressed through immigration and through employment of women. Governments receiving revenues from natural resources had the opportunity of using these to invest in measures to ease the demographic transition and ensure the sustainability of social security systems. She noted that a large informal economy further accentuated the adverse effects of demographic change. She concluded that transnational economic and political policies could have positive effects.
 47. The Government member of Mexico observed that skills training for workers and lifelong learning for improved productivity, striving for better working conditions and preserving progress already achieved were important areas of action for all governments, irrespective of the level of development.
 48. The Government member of the Bolivarian Republic of Venezuela described how the various social protection programmes and efforts of his country to generate quality employment, including improved health services, nutrition and education, had led to an overall increase in life expectancy and well-being of the population. In light of the predominantly young labour force, his country had launched various skills and training programmes. For older workers, the country had introduced a universal minimum monthly pension of US\$415.80, irrespective of record of contributions. He joined previous speakers in perceiving the increase in life expectancy as an achievement and proof of his country's successful development trajectory.
 49. The Government member of Senegal endorsed the position expressed by the Government member of Nigeria on behalf of the Africa group. Senegal had a young and growing population, 40 per cent of which was under 15 years of age, while over-55s made up only 8 per cent of the population. In light of decreasing fertility and mortality rates, ageing would constitute a challenge for Senegal in the future. By 2050, the country's older population would have tripled in size. The demographic dividend expected for the 2000–50 period provided a window of opportunity for economic expansion and decreasing levels of poverty but action needed to be taken now, including the parametric adjustment of the social security system. Senegal had recognized the challenges and aimed to adopt a package of reforms to implement inclusive social security and decent work for all in line with the principles of the ILO. Finally, active dialogue and cooperation between generations, the public and private sectors and among family and ethnic groups were needed to face the new demographic context.
 50. The Government member of Brazil described the fast demographic change his country was experiencing, with increasing life expectancy and decreasing fertility. As a result, the dependency rate was forecast to increase dramatically, reaching 2.8 workers for each person above 65 years of age by 2050. Brazil was able to maintain and expand its social protection net through sustained economic growth, increased productivity and generation of formal jobs. Social protection was a precondition for decent work, an economic necessity and a human right. It was an instrument to decrease regional and inter-generational inequalities and building societies which are free, fair and reflect solidarity. Brazil had achieved 95 per cent coverage of the population over the age of 65 with social protection benefits.
 51. The Government member of Japan observed that the importance of social protection for realizing inclusive economic growth was increasingly recognized by the ILO, the United Nations and the G20. The Social Protection Floors Recommendation, 2012 (No. 202), had

a key function as a social stabilizer. Building sustainable social protection schemes despite population ageing was an important obligation towards future generations for developed and developing countries. Japan had had a social security insurance system for health and pension benefits with universal coverage since the 1960s, which needed to be adjusted in the light of continued population ageing and a decreasing dependency ratio. A social security system which would apply principles of fiscal consolidation to prevent the financial burden from being passed to future generations was needed.

- 52.** The Government member of Turkey described the challenges of a country with a large, growing and young population with inequalities between different regions, internal migration, urbanization and high informality. Turkey needed to create 20 million jobs by 2050. It also needed to ensure high-quality education and training for its 30 million young people, as well as lifelong learning opportunities for other groups of the population.
- 53.** The Government member of Chad emphasized that sub-Saharan Africa had the highest population growth of all regions, manifesting the importance of generating productive and decent jobs to mitigate the demographic transition. Another challenge lay in redistributing national wealth in a way that would ensure a decent standard of living for all. Attaining higher productivity required improved social protection and Chad was fully committed to building a social protection floor as part of its poverty reduction strategy and other national policy planning documents. At the same time, social protection had the potential to foster growth by guaranteeing a decent level of household income and encouraging consumption. Chad's Social Providence Fund provided maternity and family benefits, work-accident and disability allowances and old-age pensions to formal economy workers. The Government was striving to increase social protection measures, which included improving access to health benefits, an element of the Millennium Development Goals (MDGs) for 2015. The challenge consisted in laying the foundation for a social insurance system that ensured people had access to services when they needed them.
- 54.** The Employer Vice-Chairperson noted that many common challenges in countries and regions had been identified throughout the discussion. The need to promote youth employment had been highlighted in particular and should be broadly recognized, given that millions of jobs needed to be created. African countries had also highlighted the need for skills promotion to address mismatches and shortages and to develop new growth sectors.
- 55.** The Worker Vice-Chairperson emphasized the need for long-term policies. European governments in particular needed to focus attention on the size and structure of their social security systems and ensure sustainability especially in times of crisis. She noted that high welfare-spending countries were not those with the highest debts. African countries had stressed the importance of youth employment, which was also a priority for many developed countries. The discussion had underlined the need to address labour force participation, especially of women, skills mismatches and shortages as well as good employment services. The Workers' group fully supported the focus on migration policy raised by African countries; it should include trafficking and specifically labour trafficking. Special attention should also be devoted to the wage gap.

Point 2. What combination of social, labour market and economic policies can ensure high levels of employment, income security and gender equity over the life cycle?

56. The Employer Vice-Chairperson stated that policies that in general encouraged and stimulated employment and the generation of work were required, as employment was the best form of social protection. A life-cycle approach should be promoted in policy frameworks, where all persons of working age, regardless of age or gender, were encouraged to work, enabling more people to start contributing to pensions and securing their retirement benefits. A conducive environment could promote jobs growth and the labour market should stimulate rather than be a barrier to entry to, or participation in, work. Labour markets needed to be flexible and should strengthen the formal economy. Different ways of organizing work and smooth migration policies would help employers to create jobs. Self-employment and entrepreneurship should also be encouraged. Flexible labour markets were also needed to cater for life transitions and individual preferences. In that regard, rather than attempting to minimize part-time and temporary work, they should be embraced in a manner that should contribute to retirement savings, and there should be policies to compensate for gaps when people did not work. Increased employability and participation in the labour force could be encouraged by: (a) managing work transitions; (b) instilling lifelong learning; (c) matching supply and demand for skills; and (d) investment in productive activities for jobs to be created. Regarding older workers, policies should aim to make hiring and retaining such workers easier; that would entail reconsidering seniority-based wage systems in favour of those based on competence and performance. Maintaining social security in the changing demographic context would require a careful mix of basic access to social protection as well as policies that promoted personal saving and a progression towards full coverage for all. Tailor-made solutions were required as countries' and regions' needs differed; for example, in some regions there was a need to emphasize the transition from the informal to the formal economy, whereas countries and regions with high youth unemployment should focus on promoting young persons' entry into work. In closing, the speaker noted that there was no one-size-fits-all approach, that social protection and employment policies should be integrated to address the needs of an ageing population, and that an environment that embraced tripartism was needed for policy development.
57. The Worker Vice-Chairperson drew attention to the challenge of inclusion throughout the life cycle. The first phase of the life cycle, from birth to entering the labour market, started even before birth. Gender discrimination already occurred at that stage, with large-scale selective abortions and neglect of girls in early childhood. Policies should ensure that both girls and boys were welcome as new family members. More equal opportunities for children should be created, also promoting universal public education and health systems with well-paid and well-qualified staff. In the second phase of the life cycle – the active working age of 15–65 years – the most urgent policy challenge was to ensure access to the labour market and provide decent work opportunities to all, for example guaranteeing a minimum wage. Austerity policies cut jobs, lowered birth rates and increased brain drain of skilled youth, which increased the dependency rate in sending countries. In turn, proactive public investment policies and the massive extension of social security in Brazil and China had enabled those countries to weather the crisis. European trade unions had come forward with a comprehensive plan for economic recovery focused on employment creation; countries with a surplus of skilled labour should increase their internal demand to limit brain drain from countries with a deficit in skilled labour. Appropriate macroeconomic policies would have to be supplemented with labour market policies and efficient employment relations at the enterprise level. Rules and incentives were needed to overcome discrimination, tackling gender discrimination in particular. Agreeing with the

Employers' group, the Worker Vice-Chairperson highlighted the need for innovative working arrangements, including part time and teleworking as well as early retirement, as long as the latter was not used to retrench older workers and shift the cost to the public. The concept of "dynamic stability" should be applied to the different policy options; working people needed stability of income and employment to be able to plan their lives, raise their children and engage in the community, and enterprises needed to be dynamic in a competitive environment. The ILO should provide the regulatory framework for "dynamic stability" that would give workers the stability and security to engage positively in change. Employers and workers should negotiate tailor-made workplace arrangements, such as special work-life balance arrangements for older workers, skills development, ergonomic workplaces and mentoring arrangements. The role of governments would be to provide the framework, regulations and incentives to support such cooperation between the social partners. In the third stage of the life cycle, changes in pension systems needed to be based on a broad national consensus. A universal pension for all in need, as well as the recognition of family care responsibilities when calculating pension entitlements, should considerably reduce gender inequality. Labour market inequalities inevitably translated into social protection and pension inequalities and it was impossible to correct in the pension system the consequences of the huge gender pay gap that existed in most societies.

- 58.** The Government member of Nigeria, speaking on behalf of the Africa group, stated that, although sub-Saharan Africa was in an early phase of demographic transition, the dependency ratio was not decreasing because of the lack of productive jobs. Providing adequate and affordable education was required to address the skills gap and increase labour force participation in the science and technology sectors of industry. In Africa, the majority of the labour force worked in the informal economy and had no income security. Adequate data and information for planning and developing policies were needed. Pension schemes were mainly for the formal economy and should be extended to informal workers, following the good practices which existed in southern African countries. Such non-contributory social protection schemes particularly benefited women. It was also important to develop policies ensuring access to health services and other facilities for older people. The Social Protection Floors Recommendation, 2012 (No. 202), should be implemented gradually. Furthermore, some African countries did not have any employment policies in place, and others should review their existing policies. African countries also needed to make better use of their natural resources and safeguard their ownership of them. Pre-retirement training would also be needed, including for workers in the informal economy. More efforts were needed to mainstream gender equality. Technical assistance from the ILO would be required.
- 59.** The Government member of Ireland, speaking on behalf of the EU and its Government members and also on behalf of the Government members of Bosnia and Herzegovina, Croatia, Iceland, Montenegro, Serbia, The former Yugoslav Republic of Macedonia and Ukraine, highlighted the need for integrated and long-term policy responses that extended over the life cycle and across generations. Social, health service and labour market measures were important, as were policies to combat tax evasion and social security fraud. During the 2012 European Year for Active Ageing and Solidarity between Generations, guiding principles had been adopted to promote active and healthy ageing and support greater cooperation and solidarity between generations. Tackling youth unemployment was of the utmost priority. The EU had taken a series of measures, for example through the establishment of youth guarantee schemes to provide youth up to the age of 25 with a good-quality offer of employment, continued education and apprenticeship or traineeship opportunities. That action supported the ILO's resolution concerning the youth employment crisis: A call for action adopted at the Conference in 2012 and acknowledged the role of the ILO in that area. On ageing, the European Commission (EC) and United Nations Economic Commission for Europe (UNECE) had promoted the development of an

active ageing index in 2012, which would help policy-makers strengthen the gender perspective and understand what progress could be made to give older women and men a more active role in their countries. The EU had also set out a common vision for adequate, sustainable and safe pensions. The UN Convention on the Rights of Persons with Disabilities, to which the EU was a party, effectively applied also to the protection of the rights of older people who acquired a disability during their lives. The EU supported the development of inclusive, gender-sensitive, nationally owned social protection policies and programmes, including social protection floors.

- 60.** The Government member of Egypt described a number of policies and programmes tailored to her country's demographic context, such as the Employment Training Project, providing demand-driven education and training to young people and middle-level managers, and a project directed towards young people with specific needs. She asked the Committee to evaluate employment problems in all countries and share experiences and knowledge, especially on training.
- 61.** The Government member of Norway referred to the Oslo Declaration: Restoring confidence in jobs and growth, adopted at the Ninth European Regional Meeting of the ILO in April 2013, which highlighted the need to achieve stable aggregate demand through employment-friendly macroeconomic policies. In that regard, it was crucial for social partners to take the employment situation into account during wage negotiations. Withdrawing older workers from the labour market did not increase youth employment and strategies needed to stimulate the employment of both young and older people. There was a need for a combination of universal active labour market policies and a targeted approach to youth employment. In times of recession especially, education, training and apprenticeships were the most important investment in labour market attainment for youth. Special attention should be given to young persons who were neither in education nor in employment or training, or who were at risk of dropping out of education and employment.
- 62.** The Government member of Sudan explained that her Government was working on social security and pension schemes that did not discriminate between women and men. Pensioners received monthly benefits and older people were being brought back into the labour market. Training was also very important.
- 63.** The Government member of Argentina agreed with the Government member of Norway that policies were needed to create good-quality sustainable jobs. Argentina had opened up its social security system and more than 90 per cent of people over 65 years old were covered. Vulnerable and excluded groups had access to the social security system, which was funded through taxation. Pregnant women received allowances and special check-ups, while a general allowance was paid for children. Qualification programmes existed for young and vulnerable people. A tailor-made policy had been required for a sizeable group of young people who had had no education, had no job and were not looking for one. In-service training was provided to working people. Challenges remained, for example concerning equal pay for equal work.
- 64.** The Government member of the United States underlined that each country should implement a combination of social, labour market and economic policies appropriate to its own circumstances, recognizing the role played by social protection for all age groups. An inter-generational approach was pivotal and policies and programmes addressing the needs of one group should not be at the expense of another group. Phased retirement could be linked to mentoring. Economies should strive to create an environment that allowed all those willing and able to participate in the labour force the opportunity to do so.

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- 65.** The Government member of Canada noted that there were a number of parameters that could help guide policy development. Policies should address the different needs of all groups in the labour force – youth, women, older workers, newcomers, aboriginal people, among others. Measures should be comprehensive, coherent and focus on different sectors. The right balance between social and labour market policies needed to be found to avoid tradeoffs between social protection and incentives to work. Finally, a gender-based analysis approach could be used to identify possible equality gaps in policy and programmes.
- 66.** The Government member of Australia highlighted the need to fully integrate policies and to target older workers, female workforce participation, gender equality and social security. Australia had already reformed programmes and policies to respond to the growing participation rates of women and older people, the changing nature of work and the economic downturn. Some initiatives included upskilling older jobseekers to help them find work, changing attitudes towards older workers, and removing the barriers to older worker participation. She also elaborated on a number of initiatives to support the longer-term trend towards an increase in women’s workforce participation, such as paid parental leave schemes, childcare, old-age care and care of persons with disabilities. Workers in the old-age care sector were supported through the Addressing Workforce Pressures initiative. Australia’s social security system was a highly targeted, means-tested system, and was funded from a general tax base. It offered a safety net for all, and a number of allowances were conditional on participation in programmes facilitating transition into work. Significant pension reforms had been implemented in 2009 and included increased targeting of pension payments and increasing the qualifying pension age from 65 to 67 by 2023.
- 67.** The Minister for Employment and Labour Relations of Ghana, speaking on behalf of the Government member of Ghana, supported the Africa group statement. Ghana had employment challenges especially related to the informal economy, mostly concentrated in agriculture and small trading. Investment in productive sectors of the economy and initiatives to encourage self-employment were required. A three-tier pension scheme had been introduced to protect older workers and an agency to promote entrepreneurship had been created targeting young workers. The country’s oil sector could provide opportunities for job creation, as long as the local population acquired the necessary skills.
- 68.** The Government member of the Islamic Republic of Iran indicated that different measures were needed, such as varied combinations of income guarantees; labour market flexibility in terms of working hours; migration policies; human resources planning and strategies for estimating future labour demands in different sectors; and effective education. To provide for gender equality, equal wages and social protection should be provided to women and housekeeping should be classified as a job. The informal economy should be reduced and tripartism and social dialogue should be promoted.
- 69.** The Government member of Japan said that all age groups were responsible for the development of the country and that the social security system should be reformed to include more measures for childcare and pensions, possibly through an increase in income tax.
- 70.** The Government member of South Africa supported the Africa group statement. A comprehensive social protection system was needed to avoid fragmented efforts that increased costs. His country was introducing a reform to integrate the system of non-contributory social assistance benefits with contributory social insurance benefits, and to link it to a strengthened system of employment services, public employment programmes and active labour market policies. Social solidarity could also raise economic participation

through, for example, public works, community projects, school-to-work programmes, vocational training. South Africa was considering a comprehensive pension system based on three tiers: (i) a basic, flat-rate, universal old-age pension; (ii) a new mandatory, earnings-related contributory pension; and (iii) a supplementary tier built on an enhanced regulatory system. The ILO's assistance would be useful especially with regard to the question of the replacement rate of benefits, and to help establish a governance framework for the new pension system.

- 71.** The Government member of Algeria underlined the double challenge of creating enough employment to satisfy new jobseekers and providing a social security system which took care of older people. National employment policy focused on investing in employment-generating sectors by providing fiscal measures such as access to credit, improving qualifications programmes, employment mediation and youth entrepreneurship. Social security systems should provide protection for risk associated with disability, death, injury, maternity, retirement and unemployment. Currently, Algeria provided free access to health services for disadvantaged groups. The social security system was funded through a national fund financed by petroleum revenues, but other sources of revenue to finance the social security system, such as an increase in tax, might need to be considered. Strategies for job creation and social security required concerted action with the social partners.
- 72.** The Government member of Thailand mentioned that her country's Eleventh National Economic and Social Development Plan (2012–16) focused on lifelong learning strategies, the development of human resources, improving citizens' health and reinforcing the role of social institutions. In line with the Social Protection Floors Recommendation, 2012 (No. 202), Thailand was striving towards the extension of coverage for all. With support from the ILO, Thailand had recently launched the *Social protection assessment based national dialogue: Towards a nationally defined social protection floor in Thailand* report, a tool to address policy gaps in its social security scheme.
- 73.** The Government member of the Philippines outlined a number of measures her country had put in place. The first related to a reform of the education and training system to improve employability. The reform had been complemented by increased funds for education; the adoption of a qualifications framework aligned to local industry and the Association of Southeast Asian Nations (ASEAN) Qualifications Framework; a new national career guidance advocacy programme; and an online job skills matching facility. The second related to governance reforms which promoted economic growth and foreign investment for job creation. Those reforms included improvements in regulatory efficiency and reliability and the continuation of infrastructure projects. Another achievement was the establishment of a social protection floor guaranteeing essential health care, cash transfers for children's access to nutrition, education and care, and basic income security for population groups below the poverty line. Individuals who were beneficiaries of cash transfer programmes would be prioritized by the social protection floor.
- 74.** The Government member of China explained that in the preceding two decades China had adopted a combination of policies focused on employment, including youth employment, livelihoods and the elimination of discrimination. A system of social security entitlements had been introduced since the start of the financial crisis, allowing employers to delay contributions to social security and also to reduce their overall contributions. Employers also received incentives to introduce employee training schemes. A social security law had been passed which re-established social security for all citizens under the social welfare system.
- 75.** The Government member of Guinea indicated that his Government had improved the business climate by reducing to three the number of days necessary to create an enterprise.

Social protection policies ranged from the introduction of coverage for state workers and obligatory medical insurance, to the indexation of pensions and the recognition of the life costs of work accidents. He called for balanced policies, and noted that achievements had been made on the basis of social dialogue and mutual trust.

76. The Government member of Indonesia shared information about the labour market conditions in her country. Informality and self-employment were recognized as the primary challenges in an economy with over 110 million workers and 7 million jobseekers. Investments in education and social security sought solutions to such labour market challenges by fostering education for all and enacting a comprehensive national social security system law. Additional social investments had addressed the needs of the most disadvantaged, including neglected children and persons with disabilities, and had also fostered universal health coverage.
77. The Government member of Brazil indicated that economic growth, employment and income distribution had been reconciled over the past ten years. *Bolsa Família* had served as an example of a non-contributory family support scheme that alleviated poverty while protecting against shocks such as the financial crisis. Conditionalities to access benefits including training and education constituted a way out of poverty. Brazil aimed to expand its contributory tax base and increase the number of formal work positions. The Government had developed policies supporting micro-entrepreneurs, self-employed workers, stay-at-home spouses and persons with disabilities; investing in technical education and training; and increasing the national minimum wage.
78. The Employer Vice-Chairperson echoed previous statements on the need to promote context-specific policies that should be holistic and take into account the life cycle. She supported the Workers' group's views on balancing workers' and employers' interests, as well as the spirit of productive cooperation between social partners in addressing those challenges. She concluded by highlighting the need for responsive, targeted, up-to-date policies that promoted complementarities between employment and protection goals.
79. The Worker Vice-Chairperson acknowledged the views of many governments, particularly the European ones, calling for life-cycle policies for all age groups, and supported further research on brain drain in both developing and industrialized economies. There was a general commitment to implement the Social Protection Floors Recommendation, 2012 (No. 202), as well as an overall interest across governments in policies to improve participation of young people in the labour market. She called for gender-sensitive policies and the promotion of collective bargaining and agreements, and for the ratification of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), and indicated that flexible contracts used to hire young people should have a limited duration.

Point 3. In light of the challenges identified under point 1, what policies should be put in place:

- (a) to fight discrimination based on age;**
- (b) in the areas of new technologies, preventive health and safety and lifelong learning;**
- (c) to provide adequate workplaces, working conditions, working time and work organization; and**
- (d) to maintain high levels of productivity growth with ageing and shrinking workforces?**

80. The Employer Vice-Chairperson pointed to the need to treat older people with fairness and dignity, and involve them in decisions affecting them. In relation to (a), policies and legislation should be targeted at combating discrimination based on age, although employers should retain the right to retire people at realistic ages when productivity was low. It was also important to distinguish between discrimination and worker preference to retire. Perceptions of, and attitudes towards, older workers could be further improved through awareness-raising campaigns. Employers and enterprises should invite older workers to apply for vacancies, while older workers should be encouraged to remain active and update their skills. In relation to (b), technological progress, urban development and infrastructure investments had the potential to offset the challenges of ageing economies by improving job-matching and closing skills gaps. Similarly, policies that supported preventive health and safety had the potential to increase activity periods among older workers while ensuring sustained or improved productivity. Skills policies for improved career development and skills upgrading had to take a lifelong learning approach. In relation to (c), there was a need for retirement schemes that considered flexible working practices and work–life transitions, and called for flexible employment arrangements such as teleworking, shorter working weeks, extended leave, part-time work and job-sharing as ways to better adapt to the needs and lifestyles of the labour force. Retirement ages could be increased, avoiding policies that promoted early retirement, and targeted incentives and rewards should be explored. Specific training should also be tailored to older workers. In relation to (d), possible measures included: investments in technology; creating enabling environments for new enterprises; well-functioning labour markets and good governance; and frameworks that embraced different employment relationships. Policies should also focus on future growth sectors and the factors that might influence them. There should be an analysis of the extent to which employment policies and measures negatively impacted on the employment of older workers, to enable readjustments. Work-time organization should also be readjusted in a suitable way so as to promote competitive, sustainable enterprises. Lifelong learning, upskilling and skills matching were also key, including through effective migration processes addressing skills shortages. Policies should allow workers to remain healthy and thus support for health-care systems was essential. Finally, there was a need for shared responsibility and an integrated approach, and policies should not be pursued in a silo manner.

81. The Worker Vice-Chairperson noted, in relation to (a), that age discrimination was widespread in most labour markets, affecting in particular young and older workers. Active anti-discrimination policies were required and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), and Older Workers Recommendation, 1980 (No. 162), were of particular relevance. Affirmative action was also needed. Early retirement schemes should not result in a shift of costs to the public. Enterprise policies should prevent discrimination in recruitment and selection, and be devised through effective dialogue and collective bargaining. In relation to (b), the ILO had estimated that 2.3 million people around the world died from work-related accidents and disease each

year. The 340 million occupational accidents a year meant that every year one worker in ten had a work accident. The recent accident in Bangladesh was just the tip of the iceberg. ILO instruments on safety and health provided regulation and guidance, and offered a win-win-win opportunity: workers would stay healthy until retirement, companies would benefit from a productive workforce, and health and retirement expenditures would be reduced. Lifelong learning and career development could improve the employment prospects of older workers, but training and learning opportunities were too often lacking and biased towards the young, the better skilled and men. The Human Resources Development Recommendation, 2004 (No. 195), gave guidance on lifelong learning and the roles and responsibilities of workers, employers and governments. In relation to (c), workers and employers were best placed to pioneer innovative solutions. Good practices, and often legislation, often came as a result of collective bargaining. Better training and strengthening links between skills and wages could provide incentives for both workers and employers. Model agreements could be found in Canada, Finland, Italy, New Zealand, South Africa and Spain, to name but a few countries. Workers should have the opportunity to work after retirement age if they chose to do so. A compulsory extension of the retirement age would not be helpful, especially if there was an environment with insufficient jobs for young people, low female labour market participation, high levels of unemployment and low labour market participation of workers over the age of 55. Public acceptance of changes in the retirement age would first require successful policies that increased labour market participation. If the labour shortage became more acute, more workers would be convinced to stay in paid employment longer. However, it should be an opportunity and not an obligation. In relation to (d), the Worker Vice-Chairperson indicated that she had addressed the issue in her previous intervention.

- 82.** The Government member of Ireland, speaking on behalf of the EU and its Government members and also on behalf of the Government members of Croatia, Iceland, Montenegro, Serbia and The former Yugoslav Republic of Macedonia, noted that the four policy areas identified for discussion were also addressed in the EU Guiding Principles adopted as a result of the 2012 European Year for Active Ageing and Solidarity between Generations. The EU had set various targets in its Europe 2020 growth strategy, including a 75 per cent employment rate for the 20–64 year-old active age group and poverty reduction for 20 million people. She described the provisions in EU treaties regarding the fight against any form of discrimination – sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. The EU’s 2012 Special Eurobarometer Survey on Active Ageing had found that workplace discrimination was the most widespread form of age discrimination, with one citizen in five saying that they had personally experienced or witnessed it. The EU’s Guiding Principles advocated ensuring equal rights for older workers in the labour market, refraining from using age as a decisive criterion for assessing whether or not a worker was fit for a certain job, preventing negative age-related stereotypes and discriminatory attitudes towards older workers in the workplace, highlighting the contribution made by older workers in terms of their work experience and knowledge. Healthy ageing was closely related to the implementation of effective health promotion and disease prevention programmes throughout the life cycle, including improved access to health care and occupational safety and health (OSH). European law set minimum standards regarding OSH for individuals at all stages of working life. OSH policies should take into account the specific needs of older workers in line with the Older Workers Recommendation, 1980 (No. 162). Regarding education, training and skills development, there was a need to identify current and forecast future skills needs to adjust education and training systems, as was done under the EU initiative “An Agenda for new skills and jobs”. It was crucial to offer access to skills development to women and men of all ages. In addition, the use of mentoring and age-diverse teams would pass on older workers’ knowledge and skills.

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- 83.** The Government member of Nigeria, speaking on behalf of the Africa group, emphasized the importance of achieving universal, rights-based social protection as the cornerstone of the fight against discrimination. She gave several examples of direct and indirect discrimination based on age faced by younger and older workers in her country. It could be difficult for young workers to enter the labour market if all jobs required previous work experience. Older workers were excluded from training because they were close to retirement age. She called for a regulatory framework to combat discrimination based on age and to introduce more flexible retirement ages. It was important for Africa to fully exploit the possibilities of increasing the productivity of older workers through the use of modern technologies by providing tailor-made training and adequate workplaces. Lifelong learning and personal development should be promoted for all age groups and were a shared responsibility of governments, workers and employers. OSH policies should be developed for each age group to ensure hazard-free working environments. All workers, including those in the informal economy, should have access to health insurance that took into account the contributory capacity of the population. Older workers should not have to pay more because they were older and more likely to need health care. Governments should guarantee social protection for the whole population through a rights-based approach and should ensure adequate working conditions for formal and informal economy workers. Many women in the informal economy had to take care of their children while working. Access to childcare could ensure that women participated more actively in the workforce. Macroeconomic policies and a conducive investment climate that took decent work into account were necessary to maintain high levels of productivity growth. Countries should address any mismatches between skills supply and skills needs. She concluded that, although most African countries were not currently experiencing an ageing or shrinking workforce, it was still important to put policies in place to take care of ageing in the coming ten to 20 years.
- 84.** The Government member of the Republic of Korea stated that, in a context of low fertility and population ageing, his country had adopted labour market policies to increase the employment participation rate, especially of women, and improve skills to sustain growth and competitiveness. For example, workers with children under 6 years of age could work fewer hours or take supplementary time off from work. Companies with low female employment were required to submit plans to increase their share of female employees. In terms of workers' skills, vocational training institutes and universities were diversifying and modifying their curricula to cater for changing demand in labour skills. The employment participation rate in 2012 stood at 64.2 per cent and was particularly low for younger and older workers. Human resources potential was not fully used as most workers were displaced from their primary jobs at 53 years of age while average life expectancy stood at 80 years. The Government had launched a "Roadmap for 70% employment rate", which called for coherent efforts across ministries to focus all economic and industrial policies on job creation, shorter working hours and flexible working schedules, as well as tailored employment and welfare services which encouraged people to work.
- 85.** The Government member of the Islamic Republic of Iran stated that measures needed to differ according to country context and, in her country, useful policy options included developing a culture of valuing the experience and skills of older workers, as well as reducing the labour cost of older workers through carefully designed measures, including financial support. She recommended providing employment opportunities in line with the physical and mental capabilities of older workers, including through allowing for a flexible transition towards retirement with a gradual reduction in working time. A qualifications framework specific to older workers could be developed and the combination of younger and older workers in working groups would encourage skills and knowledge transfers. Education could be improved by introducing a tiered training system according to skills level; reforming education to provide for more interdisciplinary learning and facilitate

retraining; fostering a culture of prevention through more education on healthy nutrition, environmental protection and physical exercise; and empowering persons with disabilities through education. In order to maintain high productivity, she suggested implementing lifelong learning policies, to facilitate the transfer of older workers' implicit knowledge to newcomers.

- 86.** The Government member of Japan underlined the need to promote employment for all those who were capable of, and willing to, work. Several related measures had been put in place in Japan: the Act on stabilization of employment of elderly persons had been passed to ensure stable employment until 65 years of age; the Government provided subsidies to promote jobs for older people such as partial wage subsidies, trial employment or subsidies for acceptance of older workers moving from another company; detailed employment and placement services were provided; and the mandatory retirement age had been increased. So far, 97.3 per cent of companies had adopted the continued employment system, there had been 7,000 cases of employer subsidies and more than 2,000 work placements for older people.
- 87.** The Government member of Mexico affirmed that labour market policies should involve contributions from all sectors of society and be based on four key principles: equality, universal access, diversity and inclusion. A recent reform in Mexican labour law had added a reference to the ILO concept of Decent Work. It included the establishment of the right of workers to continuous skills development as well as to work in safe workplaces. Lifelong learning measures that took into account the needs of older workers were important also to increase productivity. Mexico had created a tripartite national productivity committee to support the democratization of productivity to ensure that productivity growth contributed to creating a fairer and more inclusive society. Education and lifelong learning could trigger a virtuous cycle of improved employment and income, revenues and development. Throughout the process, and for the continuous adaptation to a changing environment of technological innovation in the future, tripartism and social dialogue had played, and continued to play, a key role.
- 88.** The Government member of Argentina referred to her Government's efforts in combating and eradicating child labour as a policy to reduce age-based discrimination, particularly through the National Commission for the Eradication of Child Labour in collaboration with the ILO. In addition, her Government had placed significant emphasis on skills certification programmes to boost labour force productivity. She raised concerns about recent new management and human resources strategies, such as outsourcing, which led to precarious working conditions, increased work-related accidents and deaths at the workplace. Action was needed to step up labour inspection and improve compliance with OSH regulations. The Committee should discuss the role of globalization and in particular the role of the financial sector and the impact of the crisis on employment and social protection policies. She called on the Committee to move from general statements to identifying concrete action-oriented measures.
- 89.** The Government member of the United States described measures in place in her country such as the strong anti-discrimination legislation and related enforcement, combined with awareness-raising campaigns and diversity programmes. The Age Discrimination in Employment Act and the Americans with Disabilities Act had been important milestones in mitigating discrimination. Engaging with multiple stakeholders, especially the business community, was important to change perceptions about older workers. Lifelong learning for all age groups was key to reaping the benefits of new technologies and their potential to prolong labour force attachment. OSH standards, health promotion and protection efforts for an ageing workforce would improve workers' health and labour force participation. Flexible arrangements, such as job-sharing, job creation, and workplace accommodation,

addressed the needs of workers and further contributed to encouraging labour force participation, in particular of older workers, women and persons with disabilities. To boost productivity, the Government had invested in facilitating entrepreneurial growth such as improving access to capital, mentorship programmes, accelerating the move “from lab to market” of innovations, and measures to accelerate innovation and support for crucial industries such as health care, clean energy and education.

- 90.** The Government member of Canada supported policy measures that enabled workers to remain active in the labour force if they so wished, rather than forcing workers to retire at a certain age through mandatory retirement legislation. Incentives for learning, including on-the-job training, especially for older workers, would allow workers to remain competitive in the labour market, especially in sectors where there was rapid technological change. Learning institutions should be demand driven and ensure relevance of the skills provided. Preventive OSH procedures and adapting workplaces to the needs of older persons were considered essential for safe and healthy working environments. To maintain high productivity growth, he pointed to the role of a wide range of labour market measures, from skills training and labour market information to wage subsidies and immigration policies.
- 91.** The Government member of Sudan outlined some important achievements of her Government, such as a uniform retirement age of 60 years for men and women, but said that it was considering increasing the retirement age to 63 or 65 years. The Government aimed to fully use new technologies for employment creation. Brain drain, especially that of health workers, constituted a challenge for Sudan. The Government encouraged young and older persons to engage in post-university studies for continuous skills upgrading.
- 92.** The Government member of Norway highlighted that more information was needed on how to provide adequate workplaces and working conditions for older workers. As a first step, it was necessary to better understand exit routes from the workforce, reasons for early retirement and effective measures for prolonging working life. Evidence from the Nordic countries seemed to suggest that reduced health and preference for leisure were the main exit routes. In addition to push factors out of work and pull factors into retirement, switching to alternative activities, attachment to the job and being trapped in a job all played a role in the retirement decisions of workers. He indicated that little information was available regarding the effectiveness of different policy measures that could maximize job attachment and stay factors while subduing push factors, for example through flexible working arrangements and the design of pension schemes.
- 93.** The Government member of Ethiopia supported the Africa group statement, emphasizing that a visionary and strategic approach, taking country contexts into account, was required. National legislation in Ethiopia had abolished any form of employment or occupational discrimination. The introduction of new methods of production and technology required appropriate training programmes to enable the workforce to adapt to technological change. Such programmes should not discriminate against young and older workers. Safety and health in the workplace, including in the informal economy, was crucial for enhancing labour productivity, and enterprises should assume corporate social responsibility. Active labour market interventions should be geared to minimizing mismatches between the supply and demand of labour. Labour market information systems should be up to date, which would require bilateral and multilateral cooperation between countries and regions.
- 94.** The Government member of the Bolivarian Republic of Venezuela explained that his country was employing a number of diverse strategies to take advantage of its demographic dividend. New laws simultaneously addressed the challenge of creating decent employment and enhancing social protection. In particular, a new labour law, which

explicitly recognized the social value of work, sought to limit the working week to 40 hours and prohibited child labour and discrimination on the grounds of race, sex, age, religion, political orientation or social position. A key achievement had been the opening of the formal social security scheme to self-employed workers. The Government also aimed to extend the social security system progressively to informal economy workers. In 2012, an additional 187,000 workers had been covered. Of the 2,480,514 pensioners in his country, 531,546 received old-age benefits without having contributed to the system. The Government aimed to ensure comprehensive protection for life-cycle contingencies including maternity, old age, survivorship, sickness, accident, disability, invalidity, death or unemployment.

- 95.** The Government member of Guinea underlined that the task of addressing occupational accidents involved creating effective preventive measures. Achieving the best results in the workplace required not only observation of OSH standards but also awareness raising among workers and all others involved. On the occasion of the African Day of Prevention, enterprises that had invested in accident prevention had been honoured, but the rising costs of OSH measures constituted a challenge to improving workplace safety.
- 96.** The Government member of Egypt shared the view that demographic and economic developments differed between countries. In Egypt, the January Revolution had led to high youth unemployment and also unemployment among the highly educated, maintaining employment for ageing workers constituting a further challenge. Productivity was declining. The Government was helping to place older workers in small and medium-sized enterprises and was formulating a programme of loans and credits. Improving OSH was a priority but often not implemented by employers due to the costs involved and equipment needed. Anti-discrimination legislation needed to be better enforced. That was not a concern in the public sector, but the private sector was reluctant to employ women since female workers could not work late hours and had to be paid maternity benefits.
- 97.** The Government member of Brazil explained that the Brazilian Constitution prohibited any kind of discrimination and that a rights-based approach was essential to fight age-based discrimination. In 2002, Brazil had created the National Council for the Rights of the Elderly, and the 2003 Elders' Statute established the right of older people to exercise professional activities in line with their physical, intellectual and psychological condition. A national programme for technical education, Pronatec, was providing continuing education for young and older workers. He stressed the importance of adjusting health systems to the changing needs of an ageing population and the importance of universal access to quality public health-care services to all, complemented, where appropriate, by regulated private operators. Ageing with dignity was a fundamental right and a political priority, and was related to the need to eradicate poverty, redistribute wealth and provide social security.
- 98.** The Employer Vice-Chairperson pointed out that governments, employers and workers together shared the responsibility for combating discrimination, enforcing health and safety measures at the workplace, providing lifelong learning opportunities to workers, and improving working conditions and productivity. The Employers' group had noted with interest the experiences from countries such as Brazil, Canada and the United States.
- 99.** The Worker Vice-Chairperson welcomed the strong support throughout the discussion for a rights-based approach and recalled the body of relevant ILO instruments, notably the Social Security (Minimum Standards) Convention, 1952 (No. 102), and Discrimination (Employment and Occupation) Recommendation, 1958 (No. 111), as well as the many instruments related to working conditions and health and safety. She stressed the usefulness of awareness-raising initiatives that would combat age discrimination affecting

young and older workers, as well as women. The discussion had demonstrated strong areas of agreement and support for lifelong learning, addressing skills mismatches, the formalization of informal economy workers and the improvement of working conditions. Regarding OSH, strong national regulatory frameworks were needed, and it was crucial to involve workers and employers at the enterprise level. In closing, she noted that mutual trust was essential, and that early retirement schemes must be voluntary, but that the matter needed further investigation regarding the factors that led to early retirement.

Point 4. How can the care economy be promoted and sustained?

100. The Worker Vice-Chairperson observed that the increasing demand for quality old-age care presented an unprecedented challenge for all societies. The rapid increase in the older population might lead to a care crisis. The Committee's discussion presented a unique opportunity to stimulate further work by the ILO on that new issue. In contrast to the many discussions on the financial sustainability of pension systems, hardly any information was available regarding the scale and type of care services needed in the future or how societies would shoulder the financial implications of the increased need for long-term care. Care responsibilities were often distributed in an unequal and inefficient manner, carried out as unpaid family work or informal work, mostly by women. Not only were women overburdened with caring responsibilities, they also prevented them from pursuing a career in the labour market.

101. Every human being had the right to age in dignity, which meant that the availability and accessibility of quality care services for all in need had to be ensured. As it was uncertain whether people would need occasional assistance or continuous care over a longer period or no care support at all, there was a classic case for social protection based on risk sharing and solidarity. Without strong public systems ensuring universal coverage, the poor would end up serving the rich. The State should ensure that all care providers met agreed quality standards for a wide range of different services such as preventive care, assisted living, adult day-care, long-term care, nursing care, hospice care and home care. Applying the concept of "dynamic stability", discussed earlier, to the care economy, there should be general quality employment standards for the care industry on the one hand, and space for innovative and tailor-made care services on the other. Workers and employers should engage in laying down the rules for "dynamic stability" in the care sector regarding qualification levels, wages, leave, working time and employment relationships. As a local industry not affected by international competition, the care industry was a suitable sector to apply and develop the concept of "dynamic stability". Due to increased care needs, the necessity to turn part of unpaid care work into professional care work and the labour-intensive nature of care work, the number of jobs in the sector was set to grow rapidly. In the United States alone, there were 36,000 assisted-living facilities catering for 1 million people. Moreover, workers would need to be well equipped and trained to be able to meet the various challenges involved in care work, including health risks and psychosocial stress. Only if the sector offered adequate training and decent employment conditions would it be able to attract skilled and motivated personnel who were in a position to provide good-quality care. Quality jobs were a necessary condition to providing quality care. Care work involved building a relationship of trust between those who gave care and those who received it. That could only be ensured on the basis of a stable employment relationship with agreed terms and conditions of work. Currently practised exploitative forms of care work through informal caregivers or bogus self-employment needed to be replaced by a well-regulated, high-quality sector of publicly certified care providers. Ensuring that professional care and family care complemented each other, so that persons voluntarily taking care of a family member received optimal professional support, was of

key relevance for societies to shoulder care needs. Family support should not be a matter of last resort. Working-time arrangements that allowed for care leave, in the same way as workers had a right to parental leave, would be a first step. Finally, societies should pay attention to the funding needs of the growing care economy by considering either contributory systems or progressive taxation. For example, Germany had introduced care insurance as an additional contingency in its social insurance system. If no collective mechanisms were introduced to finance old-age care, societies tacitly agreed to continue and intensify the exploitation of unpaid female care work. Given the massive implications of increased care needs for employment and social protection, further work and policy guidance by the ILO on the care economy would be innovative, relevant and timely. The Workers' group proposed that the Committee should submit a recommendation to the ILO Governing Body to consider the development of an ILO standard on the care economy to advance and guide the work of constituents to better address the challenges of the increasing need for care in societies. Such a standard would provide guidance on the protection and rights of caregivers and care recipients; quality and structure of care services; quality of employment; sharing of care work between families, communities and professional services; and the financing of care needs.

- 102.** The Employer Vice-Chairperson asked the Office to work on clarifying what was meant by the care economy. Employers understood it as the care sector. Long traditions of family care, especially in Africa, were being eroded because young people were leaving traditional family structures in search of work, or fell sick and died as a result of HIV/AIDS. In many industrialized countries, care was provided through the State; and with the rising number of older people costs were becoming prohibitive and there was a shortage of caregivers. The care sector should encompass not only the elderly, but also other groups in need such as children and persons with disabilities. Improving the dependency ratio through increased employment was key. Income generation was also important, especially by freeing up those whose work opportunities were limited by the need to look after the elderly. Income transfers and increasing taxes to fund the care sector were not preferred. A careful mix of incentives and interrelated interventions should be considered. The Employers' group did not understand the need for a specific instrument on the care economy, as proposed by the Workers' group, since existing ILO instruments should be applicable to workers in the care sector. Innovative investments for an efficient and productive care sector were needed in areas such as infrastructure and facilities, innovative health monitoring and technology, telemedicine, and social networking in supplemental personal care. Employees in the care sector should have good working conditions and healthy relationships with employers. To provide for the increasing number of workers in the sector, early skills planning and lifelong learning opportunities should be prioritized for both youth and older persons. Migration of care workers could have both positive and negative impacts, which could be mitigated through appropriate integrated policy development. A financially sustainable, efficient and productive care sector needed to be promoted.
- 103.** The Government member of Ireland, speaking on behalf of the EU and its Government members and also on behalf of the Government members of Albania, Croatia, Iceland, Montenegro, Norway, Serbia, The former Yugoslav Republic of Macedonia and Turkey, stated that care economies should aim to provide universal health-care coverage. To support healthy ageing, multidisciplinary action in health promotion and social care support should be provided. Such an approach improved quality of life and productivity at all levels of society. Innovative approaches in health promotion could help people live longer and reduce demand for care. Investments in the care economy could lead to an increase in job opportunities. An action plan to support EU Member States' health-care workforce policies had been developed, including issues such as continuous professional development, staff retention strategies, and training and education for a healthy workforce.

Support for the ILO's efforts to protect the rights of domestic workers was reiterated. Attention was drawn to the Social Protection Floors Recommendation, 2012 (No. 202).

- 104.** The Government member of Nigeria, speaking on behalf of the Africa group, called for expanded care initiatives promoting family solidarity, more opportunities for people of all ages and both genders to be employed, and for the adoption of national health insurance schemes. In Africa, old-age pensions were mostly used by grandparents to provide for grandchildren's education, which increased school enrolment rates, as well as for health and other needs. The care economy should be made up of private and public partnerships and focus on those in need, especially HIV/AIDS orphans. Public health services needed to be institutionalized and made affordable for the population. With the appropriate monitoring, gaps in services could be filled by working also with non-governmental organizations (NGOs) and international organizations. A progressive and long-term strategy for training health-care professionals should be devised. Each country should have specific social security policies, which would be financed, serviced and administered according to their resource levels, pace of development and political commitments. Policies that provided special protection for disadvantaged groups, such as persons with disabilities and the elderly, and increased their capability and productivity were encouraged.
- 105.** The Minister for Employment and Labour Relations of Ghana, speaking on behalf of the Government member of Ghana, supported the Africa group statement. The extended family system provided a social safety net for sick and vulnerable groups. With increasing migration and shifts in demographics, there was a need to improve caregiving institutions and train personnel in the industry. Ghana had seen a value added in promoting public-private partnerships, especially with private recruitment agencies, NGOs and state-owned agencies. Increased protection for vulnerable groups should become a priority and be supported by the involvement of traditional authorities, the private sector and tripartite consultation.
- 106.** The Government member of the Islamic Republic of Iran encouraged the development of a long-term, flexible, results-based and efficient care economy based on solid social and economic principles. Research in population trends, technology and the management of production and consumption was important to an evolving care economy.
- 107.** The Government member of Canada highlighted that, since the demand for care services would increase, a new approach to ageing was needed; there was the potential to create employment if quality training of health-care professionals was provided. Workplaces needed to provide flexible working conditions for employees who cared for the elderly at home.
- 108.** The Government member of the United States described national initiatives aimed at supporting the growth of the health-care economy. Grants to education and training institutions, the identification of potential trainees within vulnerable groups, diversified training modalities and improved training tools and curricula were measures used to improve overall skills in the area. In protecting the rights of health-care workers, she expressed her Government's interest in reviewing current regulation of the in-home care services industry and indicated the importance of enforcement of labour laws through litigation and on-site investigations.
- 109.** The Government member of Japan pointed to the growing challenge of limited labour supply in the long-term health-care sector. In Japan, the long-term care insurance system had ensured affordable coverage for the elderly and the overall promotion of the care economy.

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- 110.** The Government member of the Republic of Korea said that by regarding care services as a social investment, his country had managed to reduce the burden on families and facilitate female participation in the labour market. Wider national health-care services coverage, combined with long-term and childcare services, had allowed important growth of the health-care economy. The focus today was on the quality and sustainability of the health-care economy.
- 111.** The Worker Vice-Chairperson acknowledged the need for policies that ensured quality of services and provided public financial support and supervision. She stressed the importance of healthy and safe working places, the growing job opportunities that the care economy opened up and the need for skilled care workers. New policies were needed in that regard and the Workers' group looked to the ILO for further work and guidance.
- 112.** The Employer Vice-Chairperson agreed with the views of the Workers' group and the governments and stressed the importance of early investment in skills development. She supported the Workers' group's request for further research and investigation of best practices, including skills development and funding mechanisms to further promote the care sector.

Point 5. How can governments, employers' and workers' organizations and strengthened tripartism best contribute to the development and implementation of timely and appropriate policy responses?

- 113.** The Employer Vice-Chairperson stressed the importance of collaboration between governments, employers and workers through tripartism, particularly at the national level, in order to ensure an appropriate policy framework that would encourage mutually reinforcing policies, strategies and practices, including pro-employment policies, growth and skills strategies and frameworks, social protection floors and labour migration policies and practices. She called for strengthened tripartite institutions and improved sectoral tripartism, where applicable, and social dialogue at all levels with mutual respect should be encouraged.
- 114.** The Worker Vice-Chairperson highlighted that reducing youth unemployment was a priority and listed a number of relevant ILO instruments. She called for the implementation of the Global Jobs Pact and the conclusions concerning the youth employment crisis: A call for action, as well as for the implementation of the Social Protection Floors Recommendation, 2012 (No. 202), and the ratification of the Social Security (Minimum Standards) Convention, 1952 (No. 102), Maternity Protection Convention (Revised), 1952 (No. 103), Human Resources Development Recommendation, 2004 (No. 195), Employment Relationship Recommendation, 2006 (No. 198), and Minimum Wage Fixing Convention, 1970 (No. 131), to ensure the horizontal and vertical extension of social security systems, adequate lifelong learning policies, and adequate working conditions. Governments should provide the legal and institutional frameworks to make collective bargaining a reality. Finally, she invited governments and employers to explore further the Workers' group's proposal for "dynamic stability", as well as a new instrument on the care economy.
- 115.** The Government member of Nigeria, speaking on behalf of the Africa group, stressed the key contributions from employers and workers towards collective agreements, consensus, and co-ownership of policy measures. With tripartite consensus, policies could be implemented effectively and achieve universal social protection and appropriate support

for informal economy workers. She pointed out the important role of civil society organizations and NGOs and invited the Committee to adapt and adopt new terminology for social dialogue, giving a voice and opening participation to NGOs. That would also enhance regional cooperation. Assistance from the ILO was needed to find effective ways to improve social dialogue mechanisms.

- 116.** The Government member of Ireland, speaking on behalf of the EU and its Government members and also on behalf of the Government members of Albania, Bosnia and Herzegovina, Croatia, Iceland, Montenegro, Serbia, The former Yugoslav Republic of Macedonia and Ukraine, asserted that lively social dialogue was necessary and that particular attention should be given to the empowerment of women and to traditionally marginalized groups such as older people, children, minorities, indigenous peoples, refugees and persons with disabilities, as well as low-income workers and the self-employed. The Office report had emphasized the need for governments and the social partners to strengthen tripartism, and the role of civil society organizations was of particular importance, as they could reach out to vulnerable or socially excluded groups, encourage economic and human development, social cohesion, social security coverage and participatory democracy. Trade unions and employers' organizations needed to be given more recognition with regard to demographic changes. Social dialogue was supported by the ILO's Decent Work Agenda, and also by the Social Protection Floors Recommendation, 2012 (No. 202).
- 117.** The Government member of the Democratic Republic of the Congo outlined a number of reforms in his country that were based on tripartism, including the upgrading of health care and hospitals nationwide. Health insurance was compulsory for workers in the formal economy and voluntary for those in the informal economy. The social partners were involved in committees that influenced legislation and policy development. The Government had reached an agreement to roll out a new employment policy. There were also further agreements on skilling, training and social protection.
- 118.** The Minister for Employment and Labour Relations of Ghana, speaking on behalf of the Government member of Ghana, supported the Africa group statement, and explained that his country had an effective tripartite consultative system. Consultations were carried out through tripartite institutions such as the National Labour Commission, the National Tripartite Committee and the National Steering Committee on the Elimination of Child Labour. Ghana had ratified and implemented international labour standards such as the Domestic Workers Convention, 2011 (No. 189), and the Maritime Labour Convention, 2006 (MLC, 2006), would soon go to Parliament for ratification. A cooperative labour bill was geared towards improving labour and employment standards.
- 119.** The Government member of Mexico said that social dialogue and stronger coordination mechanisms were important for the proper design and better implementation of policies and strategies.
- 120.** The Government member of China declared that dealing with the challenges of ageing populations was not only the responsibility of governments but also of employers and trade unions. He stressed the importance of social dialogue and tripartism. China had a functioning tripartite mechanism. Additionally, it promoted dialogue with NGOs.
- 121.** The Government member of Turkey described her country's Tripartite Advisory Board, whose aim was to improve industrial relations. A similar mechanism was the Economic and Social Council, which enabled the social partners to share their views on the crisis with the Cabinet and administration. Important tripartite legislation had been introduced in

the form of the Act on trade unions and collective bargaining and the Act on occupational health and safety.

- 122.** The Government member of the United States indicated that creative policy approaches that involved the government and the social partners allowed for more effective implementation and sustainability, as well as a framework that permitted distinct needs to be articulated and discussed. She described a number of measures taken in her country and pinpointed a regulation within the Age Discrimination in Employment Act, which had been the result of several years of planning and interaction with constituent groups.
- 123.** The Government member of Trinidad and Tobago stated that continuous, efficient and constructive collective bargaining and social dialogue would contribute to developing and implementing timely and appropriate policy responses. The scope of collective bargaining should be broadened to cover OSH and flexible working arrangements. She indicated that attention should be given to communication and to the role of the media to avoid stigmatization of the elderly.
- 124.** The Government member of Switzerland indicated that many companies in her country faced difficulties finding qualified personnel, despite migration, and that competition would increase to attract the best professionals. Her Government, in close collaboration with the social partners, had adopted a strategy based on four priority objectives: (i) upskilling programmes to respond to enterprises' needs; (ii) striking a better work–life balance; (iii) creating better conditions for older workers; and (iv) encouraging innovative approaches to increase productivity and thus reduce shortfalls in qualified personnel.
- 125.** The Government member of Canada noted that tripartite consultations could play a fundamental role in designing policies and programmes and lead to greater policy innovation, coherence and sustainability. Tripartism was also essential with reference to skills development and training.
- 126.** The Government member of the Islamic Republic of Iran echoed the view that governments, employers and workers all had important roles to play and that participatory policy-making could be a win–win approach, promote gender equality, social inclusion and human resources development.
- 127.** The Government member of Egypt described a number of initiatives in her country, including the creation of an emergency fund for cases of dispute between workers and employers, programmes to help children go to school, foster apprenticeships and combat child labour, and efforts to upgrade the Labour Code.
- 128.** The Government member of Morocco described a number of social protection policies. Reforms had also been introduced in her country to improve working conditions and to cover Moroccans working abroad. Social dialogue was essential for all of them. Morocco had also engaged in a reform process to rework its retirement and pension systems.
- 129.** The Government member of the Philippines indicated that tripartism was a state policy in her country. The Philippines had strengthened its monitoring of implementation and compliance with international conventions, declarations, codes of conduct and social accords. Quarterly dialogue between the workers and cabinet members had also been institutionalized.
- 130.** The Government member of Japan noted that tripartism based on freedom of association was necessary. In Japan, the Labour Policy Council was a tripartite body deliberating on labour policy, and the Social Security Council was also tripartite.

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- 131.** The Government member of Norway said that in his country there was a tripartite agreement to promote more inclusive workplaces, which had three main goals, namely to: (i) reduce sickness and absence; (ii) increase labour participation of persons with disabilities; and (iii) extend working life. Also, a new job strategy for young persons with disabilities had been set up in 2012.
- 132.** The Government member of Brazil stated that social dialogue and tripartism were the democratic way forward and should be the basis of modern public policies. Over the previous 20 years, the Brazilian Government had organized more than 80 thematic national conferences. Brazil was planning a conference on social security in 2013, which would also address the issue of active ageing. Retired workers would be invited as a fourth party to the discussions. Quadripartism contributed to tackling the inter-generational issue, and was also reproduced in the National Social Security Council.
- 133.** The Government member of Mozambique agreed that civil society should be brought in when discussing and developing policies. Youth should further participate in those discussions. Funds should be channelled to support the implementation of policies.
- 134.** In conclusion, the Employer Vice-Chairperson said that constructive social dialogue was helpful, in particular when it was action oriented and based on mutual respect. She expressed the wish that future generations would look back at the 2013 Conference as the turning point where, in the face of population ageing, constituents had been able to come together to solve complex social and economic challenges for a better future for all.
- 135.** The Worker Vice-Chairperson concluded that overall agreement existed on the importance of social dialogue and tripartism, but that collective bargaining had not been sufficiently mentioned. Sound collective bargaining should be based on mutual respect and would be crucial to guarantee rights and benefits to employers and workers at the international and national levels. Organizing the informal economy would be a major challenge that would be further discussed at the Conference in 2014.

Point 6. How can the Office support constituents' efforts in developing policies and plans and contribute to the development of international policies?

- 136.** The Worker Vice-Chairperson outlined that the Office should support the implementation of the agreed policies on social protection, health and safety, lifelong learning, youth employment, and employment creation considered in ILO standards and Conference conclusions; start a work programme on the care economy leading to the adoption of a new ILO instrument; facilitate tripartite debate on the concept of “dynamic stability”, an innovative approach for labour market institutions and collective bargaining; and offer comprehensive capacity-building programmes on relevant employment and social protection policies to meet the challenges identified by the Committee.
- 137.** The Employer Vice-Chairperson stressed that tailored solutions needed to be sought, and that Office assistance was required for specific country contexts and challenges. Awareness among constituents should be raised both on the current discussion and on the importance of the Private Employment Agencies Convention, 1997 (No. 181). The Office should produce updated information, data and research on international responses, best practices, country cases and effective, sustainable and fiscally responsible social safety nets, and advice was needed on the linkages between social protection and employment.

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- 138.** The Government member of Ireland, speaking on behalf of the EU and its Government members and also on behalf of the Government members of Croatia, Iceland, Montenegro, Norway, Serbia, The former Yugoslav Republic of Macedonia and Ukraine, restated their support for the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up and stressed the importance of following up on the adoption of the Social Protection Floors Recommendation, 2012 (No. 202). The Office should provide evidence-based comparative policy analysis on the long-term social effects of the crisis on social security schemes, including in Europe. The Office should also support the development of national action plans based on existing ILO instruments. The importance of transforming informal or undeclared work into formal or regular employment should be addressed. To meet that goal, the Office could support governments to ensure compliance with labour legislation. Capacity building of tripartite constituents and the promotion of constructive social dialogue were also important. The ILO should increase its engagement at the international level to promote policy coherence.
- 139.** The Government member of Indonesia said that the Office should provide technical assistance to develop policies and action plans, as well as best practices. Her country in particular needed support to develop and implement the Law on the national social security system and the administrative body in charge of social security. Support would also be needed in terms of capacity building, awareness raising on the importance of social security, and research on providing social protection for workers in the informal economy.
- 140.** The Government member of the United States concurred that the Office should provide technical assistance to develop policies and action plans. The Office should also undertake additional research and continue to collaborate with other international organizations. The development of a new standard on the care economy should be considered only after the completion of an evidence-based analysis of gaps in existing standards.
- 141.** The Government member of Nigeria, speaking on behalf of the Africa group, agreed on the need for the Office's assistance to develop policies and action plans, and added that assistance was also needed in developing and strengthening labour market information systems; mainstreaming the issue of demographic transition when dealing with other issues; and creating adequate employment and social security systems. Employment had been omitted from the MDGs and the ILO should ensure that that did not happen in the Post-2015 Development Agenda.
- 142.** The Minister for Employment and Labour Relations of Ghana, speaking on behalf of the Government member of Ghana, agreed with the issues raised by the Africa group. He added that his country needed capacity building of tripartite institutions; support to national regulatory bodies; improved labour market information systems; and an analysis of its demographic transition. Advice on how to formalize the informal economy was also requested.
- 143.** The Government member of Canada recommended that the Office should further strengthen its research and analysis capacities. Best practices should be broadly disseminated and relevant strategies should be included in Decent Work Country Programmes and addressed through technical cooperation. The ILO should also continue contributing to the UN System Task Team and the Post-2015 Development Agenda. Canada further supported the position of the United States with respect to a potential new standard.
- 144.** The Government member of the Islamic Republic of Iran stated that the Office could disseminate information, statistical data and good practices; create an interactive environment for regional planning of human resources; promote the life-cycle approach;

mainstream issues related to demographic change in social protection policies; encourage member States to implement the Social Protection Floors Recommendation, 2012 (No. 202); and provide capacity building to the tripartite constituents.

145. The Government member of Japan concurred that the Office could contribute to capacity building of constituents and officials in charge of policy planning, collecting and sharing good practices and providing technical assistance in the area of social protection floors. The role of the International Training Centre of the ILO (Turin Centre) should be taken into consideration. It was important to create networks among governmental research institutions to build social protection floors, as well as to promote the activities of trade unions, employers' organizations and other organizations. Her Government had funded several technical cooperation projects and established a fund for building social safety nets in Asia and the Pacific.
146. The Government member of the Republic of Korea also remarked that the Office should collect and share best practices, analyse trends and provide policy advice to constituents. Furthermore, the Office should provide more technical cooperation in the areas of employment services and vocational training in less developed regions.
147. The Government member of Mexico mentioned the role of the Office in providing specialized capacity building and technical advice as well as in carrying out studies. The ILO should also continue guiding countries in establishing social protection floors.
148. The Government member of Egypt asked the Office to help build Egypt's technical capacity to restructure the labour market to reduce unemployment.
149. The Worker Vice-Chairperson agreed with the many Government members who had underlined the need for promotion, ratification and implementation of ILO instruments. It was also important for the Office to carry out more research on ageing and demographic changes and to support constituents in the development and coordination of policies. She supported the need for capacity building of constituents, particularly in the area of social security. She also indicated that the discussion on the care economy and the development of a care economy programme might need more consideration in the Governing Body.
150. The Employer Vice-Chairperson agreed with the areas of work identified by previous speakers as being important: awareness raising; data, information and best practices collection and dissemination; carrying out research; providing technical cooperation; supporting the capacity of constituents in tripartite engagement; and promoting the formalization of the informal economy. The Office also needed to undertake more work on labour migration.

Discussion of the draft conclusions

151. Opening the seventh sitting, the Chairperson thanked the Drafting Group for its work and indicated that there were a total of 92 proposed amendments to consider, including 23 amendments on linguistic issues, which would be given to the subcommittee constituted for the purpose of preparing recommendations on linguistic amendments for the consideration of the Committee.
152. At the beginning of the eighth sitting, on behalf of the above subcommittee, the Government member of Belgium stated that a common position had been reached on the 19 amendments it had been asked to address concerning the French version of the draft

conclusions, and the Government member of Mexico made a similar statement concerning the four amendments relating to the Spanish version of the draft conclusions.

Paragraph 1

- 153.** The Government member of Namibia, speaking also on behalf of the Government member of South Africa, introduced an amendment to insert, after the first sentence, a new sentence which read “The human development index, in particular the life expectancy component, provides a benchmark.” He indicated that reference to a benchmarking tool such as the Human Development Index was needed to measure demographic changes.
- 154.** The amendment was supported by the Employers’ group.
- 155.** The Worker Vice-Chairperson did not support the amendment as the opening paragraph was supposed to be more general, while the reference to the Human Development Index was specific.
- 156.** The Government member of Ireland, speaking on behalf of the Governments of the Member States of the EU (hereinafter EU Government members),⁷ supported the amendment.
- 157.** In view of the preceding statement, the Worker Vice-Chairperson said that her group could support the amendment.
- 158.** The Government member of Brazil endorsed the view expressed by the Worker Vice-Chairperson that the opening paragraph was supposed to be more general. He proposed subamending the sentence to eliminate the reference to the Human Development Index as the only indicator, and also suggested moving the reference to another paragraph.
- 159.** As the proposed subamendment was not supported by other Government members, the Government member of Brazil withdrew it and in a spirit of consensus, supported the amendment.
- 160.** The amendment was adopted.
- 161.** Paragraph 1 was adopted as amended.

Paragraph 5

- 162.** The Government member of Ireland, speaking on behalf of the EU Government members, presented an amendment to replace in the third sentence “working-age population growth” by “the working-age population”, for the sake of clarity.
- 163.** The Worker Vice-Chairperson did not support the amendment, as the original text was sufficiently clear in its meaning.
- 164.** The Employer Vice-Chairperson supported the amendment.

⁷ See footnote 2.

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- 165.** The Government members of Argentina, Australia, Barbados, Brazil, Canada, Jamaica, Trinidad and Tobago, and Nigeria, on behalf of the Africa group, did not support the amendment.
- 166.** The Government member of the Democratic Republic of Congo supported the amendment.
- 167.** A show of hands indicated that the majority of the Government members did not support the amendment.
- 168.** The amendment was not accepted.
- 169.** Paragraph 5 was adopted without amendment.

Paragraph 6

- 170.** The Worker Vice-Chairperson introduced an amendment to replace “Food security and nutrition” by “Food security, nutrition and access to safe drinking water and sanitation” because access to safe drinking water and sanitation was also a problem in many countries.
- 171.** The Employer Vice-Chairperson supported the amendment.
- 172.** The Government members of Argentina,, Brazil, Canada, Indonesia, the Islamic Republic of Iran, Norway, Sudan, Togo, Trinidad and Tobago, the United States, Ireland, on behalf of the EU Government members, and Nigeria, on behalf of the Africa group, supported the amendment.
- 173.** The amendment was adopted.
- 174.** Paragraph 6 was adopted as amended.

Paragraph 7

- 175.** The Government member of the Islamic Republic of Iran, seconded by the Government member of India, presented an amendment to add “, education and safe workplaces” at the end of the paragraph, because education and safe workplaces were not covered by the term “social security”.
- 176.** The Employer Vice-Chairperson supported the amendment.
- 177.** The Worker Vice-Chairperson shared the concerns of the amendment’s sponsor but did not support the amendment because the issue had already been addressed in other parts of the text and the focus of the paragraph was meant to be on the link between sustainable social security systems and the necessity for workers to have stable and decent employment and thus a contributory capacity.
- 178.** The Government members of Canada, Switzerland, Trinidad and Tobago and the United States did not support the amendment.
- 179.** The Government member of Nigeria, speaking on behalf of the Africa group, did not support the amendment, indicating that social security also referred to education and safe workplaces.

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180. The Government member of Guinea did not support the amendment, adding that social security included prevention and thus included safe workplaces.
 181. The amendment was not accepted.
 182. Paragraph 7 was adopted without amendment.

Paragraph 8

183. The Employer Vice-Chairperson introduced an amendment to add “In some countries,” before “High levels” at the beginning of the second sentence, arguing that there were countries which neither had high levels of unemployment nor growing proportions of youth who were neither in employment nor in education and training.
184. The Worker Vice-Chairperson did not support the amendment, citing the ILO’s *Global Employment Trends for Youth 2013* report as providing evidence that all countries faced such issues. She proposed a subamendment to replace the word “some” by the word “many”.
185. The Employer Vice-Chairperson did not support the subamendment.
186. The Government members of the United States, Ireland, speaking on behalf of the EU Government members, and Nigeria, speaking on behalf of the Africa group, did not support the subamendment.
187. The Government members of Norway and Turkey supported the subamendment.
188. The subamendment was not accepted.
189. The Worker Vice-Chairperson highlighted that in the general discussion there had been consensus that unemployment, and youth unemployment in particular, were issues faced by many countries. She proposed a further subamendment to add “In many countries,” before “High levels”, as well as “In some countries,” before “job security, growing inequalities,” in the same sentence.
190. Following clarification by a representative of the Legal Adviser that a subamendment needed to relate to the amendment, the Employer Vice-Chairperson stated that the Employers’ group did not support the further subamendment.
191. The Government member of Namibia said that he was speaking independently and that the different positions expressed were not that far apart but were rather an issue of semantics.
192. The Government members of Argentina and Norway supported the further subamendment.
193. The Government members of the Islamic Republic of Iran, Switzerland and Trinidad and Tobago did not support the further subamendment. The Government member of Trinidad and Tobago also proposed reverting to the original text.
194. The Worker Vice-Chairperson supported the proposal to revert to the original text.
195. A show of hands indicated that the majority of the Government members did not support the further subamendment, which was not accepted.

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- 196.** Returning to the discussion on the original subamendment – to replace the word “some” by “many” – the Employer Vice-Chairperson did not support the proposal.
- 197.** The Government members of Norway and Turkey supported the subamendment.
- 198.** The Government members of Switzerland, the United States, Ireland, speaking on behalf of the EU Government members, and Nigeria, speaking on behalf of the Africa group, did not support the subamendment.
- 199.** The subamendment was not accepted and the discussion returned to the original amendment proposing to add “In some countries,” before “High levels”.
- 200.** The Worker Vice-Chairperson and the Government member of Norway did not support the amendment.
- 201.** The Government members of the Islamic Republic of Iran, Mexico, Ireland, speaking on behalf of the EU Government members, and Nigeria, speaking on behalf of the Africa group, supported the amendment.
- 202.** The amendment was adopted.
- 203.** The Government member of Canada, speaking also on behalf of the Government members of Norway, Switzerland, Turkey and the United States, withdrew an amendment to insert “, in some instances,” after “increasing demand for social protection and”.
- 204.** The Government member of Brazil, speaking also on behalf of the Government members of Argentina and Uruguay, presented an amendment to add a new sentence at the end of the paragraph as follows: “In other countries, public policies have managed to reconcile economic growth, employment and redistribution of wealth, generating a virtuous cycle based on comprehensive social protection systems.” The paragraph set the scene and the amendment sought to balance the description of the overall context and the experiences of different countries. The notions had already been reflected in Report IV and during the general discussion.
- 205.** The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Mexico, Ireland, on behalf of the EU Government members, and Nigeria, on behalf of the Africa group, supported the amendment.
- 206.** The amendment was adopted.
- 207.** On the recommendation of the subcommittee on linguistic amendments, an amendment relating to the French version of the paragraph was withdrawn by the Employer members.
- 208.** The Government member of Belgium, speaking on behalf of the subcommittee on linguistic amendments, recommended the adoption of two amendments, submitted by the Employer members, on the French version of paragraph 8 to replace “difficultés posées” by “défis posés” and to replace “entrave” by “complique”.
- 209.** The amendments were adopted.
- 210.** Paragraph 8 was adopted as amended.

Paragraph 9

211. The Government member of Namibia, speaking also on behalf of the Government member of South Africa, presented an amendment to replace the bullet points by lettered clauses to make the text clearer.
212. The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government member of Canada supported the amendment.
213. The amendment was adopted.

Chapeau

214. The Government member of Namibia, speaking also on behalf of the Government member of South Africa, presented an amendment to replace “can” by “are necessary to” since it would make the wording more proactive.
215. The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Argentina, Brazil and Norway supported the amendment.
216. The amendment was adopted.
217. An amendment submitted by the Government member of the Islamic Republic of Iran fell. It had sought to insert at the end of the second sentence after “policy guidance” the words “through a tripartite approach”.

Clause (b)

218. The Government member of Canada, speaking also on behalf of the Government members of Japan, Norway, Switzerland and Turkey, presented an amendment to replace the words “universal principles” by “fundamental principles and rights at work”, which would be more in line with the wording of ILO standards, as reflected in the ILO Declaration on Fundamental Principles and Rights at Work (1998).
219. The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Australia, Argentina, Mexico and Nigeria, on behalf of the Africa group, supported the amendment.
220. The amendment was adopted.
221. The Government member of Brazil seconded and presented an amendment submitted by the Government member of the Islamic Republic of Iran, to insert the words “, social security systems” after “labour market needs” as it was important to reflect also the diversity of social security systems across countries in that paragraph.
222. The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Argentina and Nigeria supported the amendment.
223. The amendment was adopted.

Clause (d)

- 224.** The Worker Vice-Chairperson presented an amendment to replace the whole clause, subamending it to read “A long-term vision that spans the life cycle and promotes solidarity among generations and population groups, acknowledging the shared responsibility of the tripartite partners and the rights and responsibilities of the individual worker and employer in meeting these challenges.” The new text captured better the ideas from the discussion. The long-term vision that spanned the life cycle should be based on solidarity. Access to education would require solidarity among generations. Those currently working were earning an income for their children, the future generation. The same was true for the older generation. Those working needed to give opportunities to children, and older workers relied on solidarity to be able to live in dignity in old age. Solidarity between generations was necessary to build fair and inclusive societies. The shared responsibility of tripartite constituents facilitated and complemented this with the rights and responsibilities of the individual workers and employers. Rights and responsibilities were intrinsically linked and needed to be balanced. Responsibilities were important but responsibility could not mean shifting life-cycle risks to the individual. That was not acceptable.
- 225.** The Employer Vice-Chairperson did not support the amendment and recalled the long discussion in the Drafting Group on the topic. The paragraph had been carefully drafted to include personal as well as shared responsibility. The Worker members’ proposal applied to pay-as-you-go pension systems, not to fully funded, capitalized systems, but all types of systems should be reflected in the wording. Personal responsibility was particularly important to the Employers’ group.
- 226.** The Government member of Australia supported the amendment as subamended. She thought that the text proposed by the Workers’ group gave broad guidelines and was equally applicable to all pension systems.
- 227.** The Government members of Argentina and Norway also supported the subamendment.
- 228.** The Government member of Chile did not support the subamendment since it did not sufficiently highlight individual responsibility.
- 229.** The Government member of Nigeria, speaking on behalf of the Africa group, did not support the subamendment.
- 230.** The Worker Vice-Chairperson pointed out that the subamendment contained a clear reference to individual responsibility and that the wording was valid for all pension systems, both pay-as-you-go and funded systems.
- 231.** The Government members of Brazil and the United States agreed with the arguments presented by the Workers’ group and supported the subamendment.
- 232.** As the amendment as subamended lacked majority support, it was not adopted.

Clause (f)

- 233.** The Government member of Namibia, speaking also on behalf of the Government member of South Africa, presented an amendment to delete “and” after “practices”.
- 234.** The Employer Vice-Chairperson, the Worker Vice-Chairperson and the Government members of Argentina, Canada and Trinidad and Tobago supported the amendment.

235. The amendment was adopted.

Clause (g)

236. The Government member of Argentina seconded and presented an amendment submitted by the Government member of the Islamic Republic of Iran to insert the word “gender” after “age”, as it was also important to combat gender discrimination.

237. The Worker Vice-Chairperson observed that that would lead to duplication since the next clause referred positively to the promotion of gender equality. The Workers’ group therefore did not support the amendment.

238. The Employer Vice-Chairperson and the Government members of Canada, Trinidad and Tobago, and Nigeria, on behalf of the Africa group, agreed with the Workers’ group and did not support the amendment.

239. The amendment was not adopted.

New clause after clause (h)

240. The Government member of Brazil, on behalf also of the Government members of Argentina and Uruguay, presented an amendment to add a new clause after clause (h) as follows: “Promoting the inclusion of workers with disabilities”, with the aim of making the text more balanced with other parts of the conclusions. For example, the section on “Action by the Office”, referred to “persons with disabilities” in paragraph 36(a)(v), but there was currently no reference to persons with disabilities in the part of the text on “Guiding principles and policies”. Since age and gender were mentioned, disability should also be added.

241. The Employer Vice-Chairperson, the Worker Vice-Chairperson and the Government members of Canada, India, Japan, Mexico, Norway, Turkey, the United States, Ireland, on behalf of the EU Government members, and Nigeria, on behalf of the Africa group, supported the amendment.

242. The amendment was adopted.

Clause (m)

243. The Worker Vice-Chairperson presented an amendment to replace “fundamental” by “human” to stress that social protection was a human right.

244. The Employer Vice-Chairperson did not support the amendment in light of forthcoming amendments proposed on the same clause. Referring to “universal access to social protection floors” would be better.

245. The Government member of the United States suggested a subamendment so that the clause would state that “the right to social security is a human right”. That was the wording used in the Preamble of the Social Protection Floors Recommendation, 2012 (No. 202),

246. The Employer Vice-Chairperson, the Worker Vice-Chairperson and the Government members of Argentina, Brazil, India, Switzerland, Turkey, and Nigeria, on behalf of the Africa group, supported the subamendment.

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247. The amendment was adopted as subamended.
248. The Government member of Canada, on behalf also of the Government members of Norway, Turkey and the United States, withdrew an amendment that had sought to replace the words “as a fundamental right” by “floors”.
249. The Government member of Brazil seconded an amendment, subsequently withdrawn by the Government member of India, to add the words “, keeping in view the individual country context” at the end of the clause.

New clauses after clause (m)

250. The Government member of Namibia, on behalf also of the Government members of South Africa and Zambia, presented an amendment to add an additional clause after clause (m) which would read “Provision of basic social health protection and long-term care”. Social health protection and long-term care were particularly important and merited a specific mention in addition to the more general references to social protection elsewhere.
251. The Worker members supported the proposed amendment, subamending it to replace “basic social health protection” with “essential health care” as that was the wording used in Recommendation No. 202, which had been based on the wording of the UN Special Rapporteur on the Right to Health.
252. The Employer Vice-Chairperson and the Government members of Argentina, Namibia, India, and Ireland, on behalf of the EU Government members, supported the subamendment from the Worker members.
253. The amendment was adopted as subamended.
254. The Government member of Argentina, on behalf also of the Government members of Brazil and Uruguay, presented an amendment to add a new clause as follows: “The strengthening of tripartite efforts to prevent children and adolescents entering into child labour and the combating of child labour in all its forms.” The amendment was in line with the related Worst Forms of Child Labour Convention, 1999 (No. 182).
255. The Employer Vice-Chairperson, though questioning the relevance of the proposed amendment to the topic, supported it.
256. The Government member of the United States suggested a subamendment to replace the words “to prevent ... its forms” with “for the effective elimination of child labour”. The change would align the wording with that of the ILO Declaration on the Fundamental Principles and Rights at Work.
257. The Government members of Argentina, Australia, Canada, India, Mexico, Switzerland, and Ireland, on behalf of the EU Government members, supported the subamendment.
258. The amendment was adopted as subamended.
259. The Government member of Belgium, on behalf of the subcommittee on linguistic amendments, recommended the adoption of an amendment to paragraph 9(a) of the French version to replace “Des politiques pluridimensionnelles et intégrées prises dans leur ensemble” by “Une panoplie complète de politiques pluridimensionnelles et intégrées”, submitted by the Employer members.

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- 260.** The Worker Vice-Chairperson and the Employer Vice-Chairperson supported the amendment.
- 261.** The amendment was adopted.
- 262.** Paragraph 9 was adopted as amended.

Paragraph 10

- 263.** The Government member of Ireland, speaking on behalf of the EU Government members, presented an amendment to replace the second sentence of the paragraph with the following: “With the right combination of policies and with the commitment and action of relevant stakeholders, demographic transitions not only become manageable but can be turned into opportunities.” Redrafting the existing text would add clarity and inserting the words “and action” was intended to mobilize stakeholders.
- 264.** The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Argentina, Brazil, Canada, Mexico, Norway, the United States, and Nigeria, on behalf of the Africa group, supported the amendment.
- 265.** The amendment was adopted.
- 266.** The Government member of Turkey, speaking also on behalf of the Government members of Canada, Japan, Norway, Switzerland and the United States, introduced an amendment to add after “manageable” in the second sentence the words “and sustainable” to ensure that policies on demographic change were both manageable and sustainable.
- 267.** The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Argentina, Indonesia, India, and Ireland, on behalf of the EU Government members, supported the amendment.
- 268.** The amendment was adopted.
- 269.** On the recommendation of the subcommittee on linguistic amendments, an amendment to the French version of the paragraph to replace “ouvrir de nouvelles perspectives” with “être convertie en opportunité” was withdrawn by the Employer members.
- 270.** Paragraph 10 was adopted as amended.

Paragraph 11

- 271.** The Government member of Ireland, speaking on behalf of the EU Government members, presented an amendment to add the following sentence at the end of the paragraph: “Social protection should be viewed as a long-term investment, providing stabilization and offering social and economic returns over time.” The sentence would stress the two main roles of social protection: (i) as a long-term investment in the population, the EU and its Member States had built strong social protection systems and there was no contradiction between productivity and investing in comprehensive social protection. On the contrary, social protection and strong economic performance were two sides of the same coin; and (ii) as stabilizers in times of economic crisis.

272. The Employer Vice-Chairperson, the Worker Vice-Chairperson and the Government members of Canada, India, Norway, Switzerland, and Nigeria, on behalf of the Africa group, supported the amendment.

273. The amendment was adopted.

274. Paragraph 11 was adopted as amended.

Paragraph 12

275. The Employer Vice-Chairperson presented an amendment to insert in the first sentence after “working-age groups,” the words “, a fair distribution of income,” and to delete the words “and a fair distribution of income,” following the words “for sustainable enterprises” in the second sentence. The amendment aimed to improve the meaning of the paragraph.

276. The Worker Vice-Chairperson and the Government members of Argentina, Australia, Canada, India, Turkey, and Ireland, on behalf of the EU Government members, supported the amendment.

277. The amendment was adopted.

278. Paragraph 12 was adopted as amended.

Paragraph 14

279. The Employer Vice-Chairperson presented an amendment to insert after “addressing” the words “challenges such as”. She emphasized that the Employers’ group recognized the importance of the problem of brain drain for many countries but that there might be other challenges and a wording should be found that avoided the impression of a closed list.

280. The Worker Vice-Chairperson and the Government members of Canada, Mexico, Trinidad and Tobago, United States, Ireland, on behalf of the EU Government members, and Nigeria, on behalf of the Africa group, supported the amendment.

281. The amendment was adopted.

282. On the recommendation of the subcommittee on linguistic amendments, an amendment to replace in the French version “s’attaquer au problème” by “aborder la question” was withdrawn by the Employer members.

283. Paragraph 14 was adopted as amended.

Paragraph 16

284. The Government member of Namibia, on behalf also of the Government members of South Africa and Zambia, introduced an amendment to insert in the second sentence the word “education,” before “essential health care and to basic income security”. The intention was to better reflect the elements included in Recommendation No. 202, which also referred to education.

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- 285.** The Government member of the United States requested confirmation from the secretariat as to whether Recommendation No. 202 did refer to education.
- 286.** The deputy representative of the Secretary-General (Mr Bonilla García) confirmed that education was included in Recommendation No. 202 under Paragraph 5(b): “basic income security for children, at least at a nationally defined minimum level, providing access to nutrition, education, care and any other necessary goods and services;”.
- 287.** The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Brazil, Canada, and Ireland, on behalf of the EU Government members, supported the amendment.
- 288.** The amendment was adopted.
- 289.** The Employer Vice-Chairperson presented an amendment to insert in the third sentence after “social security” the words “above the minimum floor”. The insertion would clarify the point of reference for the higher levels by referring again to the floor.
- 290.** The Worker Vice-Chairperson indicated the Workers’ group could not support the amendment, as Recommendation No. 202 referred to the need to ensure higher levels of social security not just for those who received benefits at the level of the social protection floor but also for those who were above the floor. The wording suggested by the Employer members was more restrictive than the wording in the Recommendation.
- 291.** The Government member of Brazil pointed out that, as the sentence started with “In accordance with the Social Protection Floors Recommendation”, reference was already made to the Recommendation and it was important that the wording in the conclusions be consistent with that of the Recommendation; it should contain the same wording and not introduce new concepts. He sought clarification from the secretariat regarding the exact wording of Recommendation No. 202.
- 292.** The deputy representative of the Secretary-General (Mr Bonilla García) clarified that Recommendation No. 202 envisaged two complementary dimensions for the extension of social security – horizontal and vertical – seeking to provide higher levels of protection to as many people as possible and prioritizing the implementation of social protection floors as a starting point for countries that did not have a minimum level of social security guarantees. He indicated that the amendment was not in contradiction with Recommendation No. 202.
- 293.** The Government member of Ireland, speaking on behalf of the EU Government members, voiced support for the amendment proposed by the Employer members.
- 294.** The Government member of the United States could not support the amendment, and recommended changing “floor” to “floors”.
- 295.** The Government members of Argentina, Australia and Norway did not support the amendment.
- 296.** The Employer Vice-Chairperson said that the amendment made the reference to the Recommendation clearer.
- 297.** The Worker Vice-Chairperson argued that the exact wording of the Recommendation should be used.

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- 298.** The Employer Vice-Chairperson emphasized that the secretariat had clarified that the amendment was in line with the Recommendation. She agreed with the statement made by the Government member of the United States and proposed a subamendment to change the word “floor” to “floors”.
- 299.** The Worker Vice-Chairperson indicated that she could not support the subamendment, pointing out that there was no reference to “minimum floors” in the Recommendation and the subamendment would introduce new text. Recommendation No. 202 referred to basic social security guarantees for all, but not to a minimum floor. She reiterated that the amendment would imply that no further efforts would be made to extend social security for people who were already above the floor and that that was unacceptable to the Workers’ group and against the spirit of the two-dimensional extension strategy laid down in the Recommendation.
- 300.** The Government members of Australia, Belgium, Brazil, Trinidad and Tobago, and Nigeria, on behalf of the Africa group, did not support the subamendment.
- 301.** The Government member of India supported the subamendment, since “higher” implied a point of comparison so adding a reference point would add clarity to the text.
- 302.** As there was no majority support for the subamendment or amendment, neither was adopted.
- 303.** The Government member of Belgium, speaking on behalf of the subcommittee on linguistic amendments, recommended the adoption of two linguistic amendments to the French version submitted by the Employer members, replacing “doivent” by “devraient” in the first and third sentences.
- 304.** Upon approval by the Employer Vice-Chairperson and by the Worker Vice-Chairperson, the amendment was adopted.
- 305.** Paragraph 16 was adopted as amended.

Paragraph 17

- 306.** The Government member of Mexico, speaking on behalf of the subcommittee on linguistic amendments, recommended the adoption of an amendment submitted by the Employer members, to replace in the Spanish version “constituyen el marco” by “constituyen un marco”. With the agreement of the Employer Vice-Chairperson and the Worker Vice-Chairperson, the amendment was adopted.
- 307.** Paragraph 17 was adopted as amended.

Paragraph 18

- 308.** The Government member of Argentina, speaking also on behalf of the Government member of Uruguay, presented an amendment to replace “adjustments” by “the necessary adaptations”. The word “adjustments” had negative connotations in Latin American and other Spanish-speaking countries, as it was associated with wage cuts, decreasing benefits and erosion of workers’ entitlements; “necessary adaptations” was therefore preferable.
- 309.** The Worker Vice-Chairperson supported the proposed amendment.

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- 310.** The Employer Vice-Chairperson did not support the amendment for the explanation given. She indicated that it could be a misunderstanding resulting from the translation in Spanish. She argued that “adjustments” was a neutral term and that adjustments could be positive and negative, forward and backward, as well as proactive and moving towards innovations.
- 311.** The Government members of Barbados, Canada, Trinidad and Tobago and the United States did not support the amendment.
- 312.** As the amendment did not have majority support, it was not adopted.
- 313.** The Government member of Argentina presented an amendment to replace “flexibility” by “adaptability” again because the word “flexibilidad” had negative connotations in Latin American and other Spanish-speaking countries, weakening the acquired rights of workers.
- 314.** The Employer Vice-Chairperson did not support the proposed amendment, since “flexibility” was more proactive and fostering of innovation, not just reactive and adapting to developments.
- 315.** The Worker Vice-Chairperson, noting that the proposed change had been discussed at length in the Drafting Group, said that the Workers’ group preferred “adaptability”, which was more positive and not at all passive or reactive, but could also be very proactive.
- 316.** The Government member of Brazil voiced support for the amendment as “adaptability” implied the ability to fit changed circumstances.
- 317.** The Government members of Canada, Trinidad and Tobago, and Ireland, on behalf of the EU Government members, did not support the amendment. The Government member of Canada added that the paragraph as proposed reflected a good balance of stability and flexibility and should be left as it was.
- 318.** As the amendment lacked majority support, it was not adopted.
- 319.** The Government member of Mexico, on behalf of the subcommittee on linguistic amendments, recommended the adoption of an amendment to replace in the Spanish version “... y la seguridad necesarias para adaptarse positivamente a los cambios y a los empleadores, la flexibilidad ...” by “... y la seguridad necesarias para adaptarse positivamente a los cambios, y a los empleadores la flexibilidad ...”.
- 320.** With the agreement of the Employer and Worker members, the amendment was adopted.
- 321.** Paragraph 18 was adopted as amended.

Paragraph 19

- 322.** The Government member of Belgium, speaking on behalf of the subcommittee on linguistic amendments, recommended the adoption of an amendment to the French version to replace the words “le renforcement de la santé et de la” by the words “de bonnes conditions de santé et de” submitted by the Employer members.
- 323.** The Employer and Worker members supported the amendment.
- 324.** The amendment was adopted.

Fourth bullet point

- 325.** The Government member of Brazil, on behalf also of the Government members of Argentina and Uruguay, introduced an amendment to replace “age diversity and age sensitivity” by “diversity and sensitivity, in relation to age, gender and disabilities”. In order to ensure consistency with previous paragraphs of the text, a reference to gender and disability should also be included in paragraph 19.
- 326.** The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Australia, India, Mexico, Turkey, the United States, and Nigeria, on behalf of the Africa group, supported the amendment.
- 327.** The amendment was adopted.

New bullet point after fourth bullet point

- 328.** The Employer Vice-Chairperson presented an amendment to add a new bullet point to read “Processes to support operational continuity.” Ageing policies should take into account measures such as facilitating part-time work or enabling time off.
- 329.** The Worker Vice-Chairperson did not support the amendment since the draft conclusions already contained references to flexibility, including with regard to working time in paragraphs 18 and 28. The suggested bullet point introduced new wording that had not been discussed in the Drafting Group and was not needed.
- 330.** The Government members of Argentina, Australia and Switzerland did not support the amendment.
- 331.** The amendment was not adopted.
- 332.** Paragraph 19 was adopted as amended.

Paragraph 20

- 333.** The Employer Vice-Chairperson withdrew an amendment which had sought to add in the French version the words “de la panoplie de politiques” after the word “essentiel”.
- 334.** Paragraph 20 was adopted.

Paragraph 21

- 335.** The Government member of Belgium, speaking on behalf of the subcommittee on linguistic amendments, recommended the adoption of two amendments submitted by the Employer members to the French version to replace “doivent” by “devraient” and “perspectives” by “possibilités”.
- 336.** Both amendments were approved by the Employer and Worker members.
- 337.** The amendments were adopted.
- 338.** Paragraph 21 was adopted as amended.

Paragraph 22

- 339.** The Government member of Norway, speaking on behalf of the Government members of Canada, Turkey and the United States, introduced an amendment to insert the words “are necessary” after “Targeted policies” and to delete “contribute to mobilizing labour supply”. The proposals would make the text simpler, more straightforward and more understandable. It was important to mobilize not only labour supply but also labour demand.
- 340.** The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Brazil, Japan, Switzerland and Nigeria, on behalf of the Africa group, supported the amendment.
- 341.** The amendment was adopted.
- 342.** The Employer Vice-Chairperson presented an amendment to insert before the word “Policies” the words “Taking into account enterprise sustainability” to ensure a better balance between a focus in the sentence on individual workers’ needs on one hand and enterprises on the other.
- 343.** The Worker Vice-Chairperson did not support the amendment, explaining that the paragraph dealt with labour force participation and thus policies that were not related to sustainable enterprises. A subsequent amendment to be proposed by the Worker members could be amended to find space for a reference to sustainable enterprises in a different part of the text.
- 344.** The Government members of Nigeria, Turkey and Ireland, on behalf of the EU Government members, did not support the amendment.
- 345.** The amendment was not adopted.
- 346.** An amendment submitted by the Government member of the Islamic Republic of Iran was not seconded and fell. It had sought to insert in the third sentence after the word “participation” the words “, provided that incomes are sufficient for workers to afford these services”.
- 347.** The Worker Vice-Chairperson introduced an amendment to replace the last sentence which read “Removing disincentives to employment of older workers should be considered.” by “Increasing the labour market participation of older workers is of great importance and requires tripartite efforts to agree on measures and incentives to enable employers to provide more jobs for older workers and workers to stay in employment until they reach the pension age.” She observed that there was a typing error in the text of the amendment and the first letter should be capitalized. The formulation presented by the Worker members was more inclusive since it left more space for a wide range of different policies necessary in the context of demographic change.
- 348.** The Employer Vice-Chairperson appreciated the more positive spirit of the wording proposed by the Worker members but highlighted three concerns that would have to be addressed for the Employers’ group to be able to support the amendment: (i) the reference to disincentives should be kept as it was important to address barriers to employment for older people. The proposed text should thus not replace the last sentence of the paragraph but rather be added afterwards; (ii) the Employer members did not agree with the formulation that increasing the labour market participation of older workers “required” tripartite efforts. The text should rather suggest that increasing labour market participation

would benefit from tripartite efforts; and (iii) the words “to stay in employment until they reach the pension age” seemed to suggest that countries should keep their retirement ages fixed while many countries were planning reforms to increase the retirement age. The wording should not prejudice pension reform plans of governments but, rather, speak of enabling “workers to work longer”.

- 349.** The Worker Vice-Chairperson did not agree with the changes proposed by the Employers’ group. She explained that in the proposed amendment “measures” meant a broad set of different interventions, not just monetary incentives, and these should necessarily be identified through tripartite efforts; the Workers’ group was suggesting tripartite efforts, not negotiations. Regarding the retirement age, she emphasized that the importance of establishing a retirement age had been agreed upon during the general discussion. That was true regardless of the kind of pension system that was in place in different countries. Working longer should not be indefinite but a clear retirement age should be laid down.
- 350.** The Employer Vice-Chairperson proposed a subamendment as follows:
- (a) Leave the last sentence of the paragraph untouched. “Removing disincentives to employment of older workers should be considered.” should stay as it was and the new sentence added afterwards.
 - (b) Add the text suggested by the Workers’ group with the following modifications:
 - (i) Replace “requires tripartite efforts” by “benefits from tripartite efforts”.
 - (ii) Replace “and workers to stay in employment until they reach the pension age.” by “and workers to stay longer in employment.”
- 351.** The Government member of Ireland, speaking on behalf of the EU Government members, did not support the subamendment. The Government member of Norway supported only the last part of the subamendment. The Government members of the United States, and Nigeria, on behalf of the Africa group, supported the subamendment.
- 352.** The Worker Vice-Chairperson requested a count of the number of African Government members in the room and requested clarification on the process since, for instance, the Government member of Norway had supported only part of the subamendment.
- 353.** The Employer Vice-Chairperson recalled the three points she had raised. Regarding the first one, on the reference to disincentives, she highlighted that removing disincentives and providing incentives for older workers’ participation were different and equally important issues. Therefore, reference to both issues should be kept in the text. Regarding the second point, on tripartite efforts, she proposed replacing “require”, which was too strong, with “can benefit from”. Regarding the third point, related to the Worker members’ proposal to use the wording “to stay in employment until they reach the pension age”, she said that the pension age varied from country to country and the phrase should be reworded as “to stay in employment later”, because the retirement age and the pension age did not necessarily coincide.
- 354.** The Worker Vice-Chairperson highlighted that the paragraph was about measures to increase labour force participation rates and the difficulty for older workers to find a job before their retirement, not about already retired workers and pension age. Both the Employers’ and Workers’ groups had been in favour of a retirement age, and effective retirement age should be brought closer to pension age. Too often older workers were pushed out of work before their pension age and were unable to re-enter the labour force, as they were not even invited for recruitment interviews. The focus should thus be on

active labour market policies and active ageing policies, especially directed towards workers in their mid-50s and 60s, to help them access and keep a good job until they retired. Indeed, early retirement schemes were often used to recruit younger, skilled workers and older workers were not given access to skills enhancement programmes. She did not support the first proposal by the Employers' group to keep the sentence on disincentives, because flexible workplace arrangements, work-hours and other flexibility issues had already been addressed, and other measures such as wage cuts for older workers and reductions in rights were not acceptable. Nevertheless, the Workers' group supported the second proposal in the proposed subamendment to replace "requires" by "can benefit from". Regarding the third proposal made by the Employers' group, she suggested changing the last words of the phrase from "the pension age" to "their pension age".

- 355.** The Employer Vice-Chairperson pointed out that her group was supportive of workers working longer, but not beyond a time when they would not be capable of working any more. Flexibility had already been discussed, as underlined by the Workers. However, barriers went beyond enterprises; they were to be found in societies at large, in their stereotyping and stigmatization of older workers. The focus should be both on finding ways to remove disincentives and ways to create incentives and therefore the Employer Group did not support the further subamendment proposed by the Workers' group.
- 356.** The Government member of Brazil did not support the first and third proposals of the Employers' group's subamendment; the focus had to be on promoting incentives, rather than on removing disincentives. Nevertheless, he supported their second proposal to replace the word "require" by "can benefit from", and the proposal by the Workers' group to replace "the pension age" by "their pension age". It was the responsibility of individual States to enact policies supporting older workers to be able to work until their pension age, while working beyond pension age would remain a personal, voluntary choice.
- 357.** The Government member of Norway supported the Employer members' proposal to subamend the last phrase using the words "work longer". Norway and other Scandinavian countries applied flexible retirement age schemes; therefore, it was appropriate to promote incentives for staying in work longer.
- 358.** The Worker Vice-Chairperson clarified that the formulation of her group's further subamendment had been proposed to reflect the different contexts in each country.
- 359.** The Government member of Argentina said that extending the working age did not have a great impact on employment, and that other issues, such as child labour and barriers to youth unemployment, should also be addressed. She agreed with the proposals made by the Worker Vice-Chairperson and called for suggestions from others.
- 360.** The Government member of Ireland, speaking on behalf of the EU Government members, requested that the original text be retained without amendment.
- 361.** The Government member of the Bolivarian Republic of Venezuela supported the further subamendment proposed by the Worker Vice-Chairperson.
- 362.** The Government member of Jamaica did not support that subamendment.
- 363.** The Government member of Nigeria, speaking on behalf of the Africa group, agreed with the Worker members' further subamendment and proposed a further subamendment to replace "pension age" with "retirement age".

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- 364.** The Worker Vice-Chairperson supported that subamendment, as long as the phrase read “their retirement age”.
- 365.** The Employer Vice-Chairperson did not support the Africa group’s subamendment, although “retirement age” was a better option than “pension age”.
- 366.** The Government member of Argentina supported the Africa group’s subamendment.
- 367.** The Government of Brazil supported both proposed formulations.
- 368.** The Government of Canada proposed a further subamendment to remove the word “age” from the last phrase.
- 369.** The Employer Vice-Chairperson supported the suggestion made by the Government member of Canada, but asked that the last sentence in the original text be kept.
- 370.** The Worker Vice-Chairperson supported the proposal by the Government member of Canada but asked that the last sentence in the original text be removed.
- 371.** The Government members of Australia, Norway, and Nigeria, on behalf of the Africa group, supported the subamendment proposed by the Government member of Canada.
- 372.** The Government member of the United States also supported the Government member of Canada’s subamendment, but asked for the last sentence in the original text to be retained.
- 373.** The Chairperson indicated that there were two options, one from the Workers’ group and one from the Employers’ group and asked the secretariat to restate them.
- 374.** The deputy representative of the Secretary-General (Ms Berar Awad) indicated that the first option, resulting from the subamendment proposed by the Government member of Canada, was based on the Worker members’ proposal and implied removing the last sentence in the original text. The second option, proposed by the Employer members, consisted in retaining the last sentence in the original text.
- 375.** After clarification on the resulting texts, the Chairperson invited the Government members to indicate their position by a show of hands, and concluded that the majority of the Government members were in favour of the first option.
- 376.** The amendment was adopted as subamended.
- 377.** Paragraph 22 was adopted as amended.

Paragraph 23

- 378.** An amendment submitted by the Islamic Republic of Iran seeking to add “employability and social inclusion” after “social security” at the end of the sentence was not seconded and fell.
- 379.** Paragraph 23 was adopted.

Paragraph 24

- 380.** The Employer Vice-Chairperson introduced an amendment to insert “strive to” after “Policies should” in the fourth sentence, to convey the idea that predictability was difficult and that there was an aspiration to ensure the adequacy and predictability of pensions.
- 381.** The Worker Vice-Chairperson agreed that predictability was difficult. The word “should” already conveyed the aspiration to ensure the adequacy and predictability of pensions and therefore she did not support the amendment.
- 382.** The Government members of Brazil, Canada, Jamaica, Mexico, Norway, the United States, and Nigeria, on behalf of the Africa group, supported the amendment.
- 383.** In light of the preceding statements, the Worker Vice-Chairperson supported the amendment.
- 384.** The amendment was adopted.
- 385.** The Employer Vice-Chairperson introduced an amendment to insert “, where applicable, the” after “adequacy and” in the fourth sentence, in order to add clarity and underline that predictability of capitalized pension schemes was difficult.
- 386.** The Worker Vice-Chairperson did not support the amendment since the Employer members’ point about predictability had been covered by the previous amendment.
- 387.** The Government members of Argentina, Canada, Norway, Switzerland and Trinidad and Tobago did not support the amendment.
- 388.** The Employer Vice-Chairperson withdrew the amendment.
- 389.** The Employer Vice-Chairperson withdrew an amendment to the French text, which had sought to replace “d’application” with the words “d’exécution”.
- 390.** Paragraph 24 was adopted as amended.

Paragraph 25

- 391.** The Employer Vice-Chairperson presented an amendment to insert “and financial sustainability” after “rights” in the second sentence, to take into account the financial sustainability of pensions.
- 392.** The Worker Vice-Chairperson pointed out that the text of the paragraph was the result of long negotiations in the Drafting Group and she preferred to retain the original text.
- 393.** The Employer Vice-Chairperson agreed that negotiations had been long but recalled that her group had announced that they would be submitting amendments on the text.
- 394.** The Government member of Argentina supported the amendment.
- 395.** The Government member of Australia did not support the amendment; financial, fiscal and economic sustainability were already addressed in paragraph 24.

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- 396.** The Worker Vice-Chairperson agreed with the Government member of Australia and underlined that benefits and entitlements derived from pensions were rights. In times of financial and economic crisis, governments should not take away such rights on insolvency grounds. Social security entitlements were not charity handouts that could be taken away at will. They were property rights of workers that needed to be respected. They might not be sacrosanct and they were not human rights, but they were rights and if a government decided on policies it had to take those rights into account. That was not more and not less than in any other case of property rights. Any government that tried to balance its budget must not simply confiscate private wealth without taking the property rights of the owner into account. Workers contributed every month to their pensions and built up benefits and entitlements that were rights. To say that those rights were dependent on financial sustainability was unacceptable and disrespectful to the lifelong savings of working people. The financial sustainability and the sovereign debt crisis in many countries had not been caused by pension costs, but by the bailout packages and the turbulence on the bond markets. Cutting pensions in order to pay for the financial crisis was taxing the property of workers.
- 397.** The Employer Vice-Chairperson clarified that, although financial sustainability was mentioned in paragraph 24, it was relevant to recall it in paragraph 25 as it referred to the situation in each country.
- 398.** The Government member of the Bolivarian Republic of Venezuela did not support the amendment.
- 399.** The Government member of Argentina withdrew her previous support for the amendment.
- 400.** The Government member of the Netherlands, speaking on behalf of the Government members of Austria, Czech Republic, Denmark, Germany, Ireland, Sweden and the United Kingdom, as well as the Government members of Barbados, Jamaica, Morocco and Norway supported the amendment.
- 401.** The Government members of Brazil, and Nigeria, speaking on behalf of the Africa group, did not support the amendment.
- 402.** At the request of the Employer Vice-Chairperson, seconded by the Worker Vice-Chairperson, the Chairperson invited the Government members to indicate their position by a show of hands and concluded that the majority did not support the amendment.
- 403.** The amendment was not accepted.
- 404.** The Employer Vice-Chairperson proposed an amendment to replace in the second sentence the words “be based on ...” to the end of the sentence by “and promote personal responsibility and shared responsibility amongst generations and population groups. This will be founded on well-informed consultation and substantive social dialogue.” She said that the objective was to keep consistency with other parts of the text, as well as to refer to consultations and capitalization schemes.
- 405.** The Worker Vice-Chairperson did not support the amendment. The text had been drafted based on a lengthy discussion; the issues of personal responsibility and shared responsibility were already covered, and the notions of inter-generational fairness and solidarity and shared responsibility among social partners should not be removed.
- 406.** The Government member of Australia suggested maintaining the original text and did not support the amendment.

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407. The Government member of Brazil also did not support the amendment since it would eliminate the concept of “inter-generational fairness and solidarity”.
408. The Government members of Ireland, on behalf of the EU Government members, and Nigeria, on behalf of the Africa group, echoed the views of the Worker Vice-Chairperson and did not support the amendment.
409. The Government member of Canada stated that the notion of personal responsibility was inherent to pension systems and, since it was already covered under paragraph 9, there was no need for repetition.
410. The Employer Vice-Chairperson withdrew the amendment.
411. The Government member of Ireland, on behalf of the EU Government members, withdrew an amendment seeking to insert “and other relevant stakeholders” after “partners” at the end of the second sentence.
412. An amendment submitted by the Government member of India was not seconded and fell.
413. On behalf of the subcommittee on linguistic amendments, the Government member of Belgium recommended the adoption of an amendment submitted by the Employer members to the French version to replace “doivent” with “devraient” in the first sentence. The Employer and Worker Vice-Chairpersons supported the amendment.
414. The amendment was adopted.
415. Paragraph 25 was adopted as amended.

Paragraph 26

416. The Employers’ group withdrew an amendment to the French version, seeking to replace in the chapeau the words “la productivité” by “les gains de productivité”.
417. The Government member of India withdrew an amendment which had sought to add “, in the context of the individual country” at the end of the first bullet point.
418. An amendment submitted by the Government member of the Islamic Republic of Iran seeking to insert in the second bullet point after the words “value to” the words “and participation in” was not seconded and therefore fell.
419. Paragraph 26 was adopted.

Paragraph 27

420. The Government member of Ireland, on behalf of the EU Government members, introduced an amendment to insert “with appropriate compliance mechanisms” after “legislation”. She stressed that countries should not only develop OSH legislation but also ensure that there was compliance with the legislation.
421. The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Argentina, Australia, Brazil, Norway, Trinidad and Tobago, and Nigeria, on behalf of the Africa group, supported the amendment.

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422. The amendment was adopted.
423. The Government member of Brazil, speaking also on behalf of the Government members of Argentina and Uruguay, presented an amendment to replace “age-specific” by “age-, gender- and disability-specific”. It would improve the coherence of the overall text in light of the changes that had been made in other parts of the text.
424. The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Norway, Trinidad and Tobago, and Nigeria, on behalf of the Africa group, supported the amendment.
425. The amendment was adopted.
426. On behalf of the subcommittee on linguistic amendments, the Government member of Belgium recommended the adoption of an amendment to the French version submitted by the Employer members to replace in the first line “faut” by “faudrait”. With the approval of the Worker Vice-Chairperson and the Employer Vice-Chairperson, the amendment was adopted.
427. Paragraph 27 was adopted as amended.

Paragraph 28

428. The Government member of Brazil, on behalf also of the Government members of Argentina and Uruguay, introduced an amendment to replace in the first sentence “different age groups” by “different age and gender groups and persons with disabilities”. Again, the proposal had been made to keep the balance with what had already been approved. He further remarked that the Spanish translation of “gender” needed to be corrected.
429. The Worker Vice-Chairperson, the Employer Vice-Chairperson and the Government members of Mexico, and Ireland, on behalf of the EU Government members, supported the amendment; the Worker Vice-Chairperson added that, similar to the Spanish, there was a linguistic change needed in the French concerning the translation of “gender”.
430. The amendment was adopted.
431. The Government member of Ireland, speaking on behalf of the EU Government members, presented an amendment to replace “taking into account” by “while maintaining adequate”. The current text of the paragraph expressed the opposite to what was originally intended; it read as if social security provided for flexibility whereas it should clearly express that, if adequate social security coverage was maintained, that would provide flexibility.
432. The Employer Vice-Chairperson did not support the amendment; some countries did not have adequate coverage so it did not make sense to talk of maintaining social security where adequate coverage did not exist. As a result, the text would only apply to some countries.
433. The Worker Vice-Chairperson supported the amendment and stressed that it was appropriate to talk about maintaining adequate levels of social security in the paragraph.

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434. The Government members of Argentina, Canada, Switzerland, Turkey and the United States supported the amendment.
435. The amendment was adopted.
436. On behalf of the subcommittee on linguistic amendments, the Government member of Belgium recommended the adoption of an amendment to the French version submitted by the Employer members to replace in the first line “faut” by “faudrait”. With the approval of the Worker and Employer Vice-Chairpersons, the amendment was adopted.
437. Paragraph 28 was adopted as amended.

Paragraph 29

438. The Employer Vice-Chairperson proposed an amendment to insert in the second sentence before “is essential to” the words “and its long-term sustainability”. She explained that the paragraph introduced the care sector. Referring to the importance of ensuring also its long-term sustainability would add to the promotion of the sector.
439. The Worker Vice-Chairperson and the Government members of Argentina, Norway, Trinidad and Tobago, Ireland, on behalf of the EU Government members, and Nigeria, on behalf of the Africa group, supported the amendment.
440. The amendment was adopted.
441. The Government member of Brazil, on behalf also of the Government members of Argentina and Uruguay, presented an amendment to replace the sentence “High-quality management ... sustainability” by “Good management of the sector is necessary to ensure the provision of quality care.” He elaborated that the concern should be to ensure the quality of the services as a result of good management. The proposed amendment did not intend to change the meaning of the paragraph, only to make it clearer.
442. The Worker Vice-Chairperson supported the amendment as it clarified the point.
443. The Employer Vice-Chairperson did not support the amendment. The original wording was more specific and the paragraph was in fact about the quality of the management being important.
444. The Government members of Mexico, Norway, Trinidad and Tobago, United States and the Bolivarian Republic of Venezuela supported the amendment.
445. The amendment was adopted.
446. On behalf of the subcommittee on linguistic amendments, the Government member of Belgium recommended the adoption of an amendment to the French version submitted by the Employer members to replace “l'économie des soins” by “ce secteur”. With the approval of the Worker and Employer Vice-Chairpersons, the amendment was adopted.
447. Paragraph 29 was adopted as amended.

Paragraph 30

- 448.** The Government member of Brazil presented an amendment to add at the beginning of the paragraph: “It is imperative to recognize the role of the family and the community in the provision of care. However,”. When referring to the professionalization of the care sector, many concepts were still not fully clear. Certainly, care would never be 100 per cent the responsibility of the State or private providers; it would always be partly provided by families and communities and that important role should be recognized. When traditional care systems put the burden of care exclusively on women, that was a matter for concern. He added that there was a correction to be made in the translation. The amendment had been submitted in Spanish and in Spanish the word was “fundamental” rather than “imperative”. The amendment should also read “fundamental” in English.
- 449.** The Worker Vice-Chairperson thought that the proposed amendment did not express the idea presented by the Government member of Brazil with sufficient clarity. It was important to recognize in the text the need for both family and professional care services that were accessible to all in need. Care provision should not put a burden on the family alone. Family and professional care were not alternatives but complementary. To better reflect the idea, she proposed a subamendment to: (i) keep the first sentence of the original text and insert after it the following sentence: “The provision of care requires the recognition of the complementary and fundamental role of family, community and professional care services”; and (ii) insert an additional sentence at the end of the paragraph which read “Care responsibilities and costs should be equitably shared across society.” to underline the need for solutions to the growing care needs.
- 450.** The Employer Vice-Chairperson did not support the subamendment. What was proposed was reflected in paragraph 31. She also observed that the second part of the subamendment seemed to introduce new text that was not related to the amendment and that was not in line with procedures.
- 451.** The Worker Vice-Chairperson requested clarification on procedure, since her suggestion for paragraph 30 was related to paragraph 31 and, when the Committee went on to discuss paragraph 31, it could not go back to paragraph 30.
- 452.** The deputy representative of the Secretary-General (Ms Berar Awad) explained that a subamendment had to relate directly to the amendment and that only the first part of the proposed subamendment appeared to fulfil that criterion.
- 453.** The Employer Vice-Chairperson did not agree with the subamendment but supported the amendment introduced by the Government member of Brazil, which rightly highlighted the important role of families and communities in providing care.
- 454.** The Government member of Brazil agreed that the subamendment proposed by the Workers’ group expressed better the idea of complementarity and therefore he supported the subamendment.
- 455.** The Government member of Argentina voiced her support for the subamendment, as did the Government member of Norway.
- 456.** The Employer Vice-Chairperson stated that since the Government member of Brazil, who had proposed the amendment, agreed with the subamendment, she too would support it.
- 457.** The amendment was adopted as subamended.

458. On behalf of the subcommittee on linguistic amendments, the Government member of Mexico recommended the adoption of a three-part amendment to the Spanish version submitted by the Employer members to replace in the first sentence “sistemas tradicionales de prestación de cuidados” by “sistemas tradicionales de cuidados”; also in the first sentence “la carga de la prestación de cuidados” by “la carga de los cuidados”; and in the second sentence “estructuras de prestación de cuidados” by “estructuras de cuidados”. After confirmation of the approval of the Employer and Worker Vice-Chairpersons, the amendment was adopted.

459. Paragraph 30 was adopted as amended.

Paragraph 31

460. The Government member of Ireland, speaking on behalf of the EU Government members, introduced an amendment to delete the entire paragraph. The last sentence was vague and unclear and should be deleted in any case. In the first sentence, only one example had been given, which was unbalanced with the general call for innovative approaches. However, if the example was removed, there would not be much left in the paragraph.

461. The Worker Vice-Chairperson said that, although the paragraph did not reflect the whole debate which had taken place, the Workers’ group wanted to retain the paragraph and especially the second sentence.

462. The Employer Vice-Chairperson also expressed concern regarding the wording. She thought the amendments adopted in paragraph 30 and the guiding principles reflected the discussion sufficiently and supported the proposed deletion.

463. The Government member of Brazil also disagreed with the paragraph, in particular with the example given. The last sentence was unclear as it was left open by whom care responsibilities should be shared or what “equitably” would mean in the context.

464. The Government member of Norway also voiced support for the proposed deletion, stating that there was a mixture of too many things in the paragraph and that it would be difficult to get it right.

465. The Government member of Argentina agreed with the Government member of Brazil in that the paragraph was not clear and should be shortened.

466. In light of the preceding statements, the Worker Vice-Chairperson agreed that the paragraph brought confusion and was better deleted.

467. The amendment to delete the paragraph was adopted and therefore three amendments on the paragraph fell: two by the Employer members and one by the Government member of Brazil.

Paragraph 32

468. The Worker Vice-Chairperson introduced an amendment to insert “wages and” after “improving”. She noted that the care sector had the potential to offer growing employment opportunities. The need to promote the professionalization of care services had been expressed earlier, but decent work for care workers included not only improved working

conditions; wages were also important, including to attract more people to work in the sector.

- 469.** The Employer Vice-Chairperson did not support the amendment. The term “workers” was broader and applied not just to paid workers. Also, those in paid employment did not all earn low wages. Certain workers in the medical profession were highly paid. One could therefore not generalize that all workers should earn higher wages. Moreover, wages had to be balanced with productivity growth and it would be irresponsible to call for an overall increase in wages for the care sector.
- 470.** The Government member of Trinidad and Tobago did not support the proposed amendment since it gave the impression that care workers should have an automatic right to higher wages.
- 471.** The Government members of Norway, and of Ireland, speaking on behalf of the EU Government members, also did not support the amendment.
- 472.** The amendment was not accepted.
- 473.** An amendment submitted by the Government member of the Islamic Republic of Iran to insert after “working conditions,” the words “social security,” fell.
- 474.** Paragraph 32 was adopted as amended.

Paragraph 33

- 475.** The Employer Vice-Chairperson withdrew a linguistic amendment that applied only to the French version.
- 476.** Paragraph 33 was adopted without amendment.

Paragraph 34

- 477.** The Government member of Ireland, speaking on behalf of the EU Government members, introduced an amendment to insert in the first sentence after “forms” the words “with greater involvement of low-income workers and self-employed people”. She did not intend to undermine the role of the social partners, but rather aimed to include two groups that were not sufficiently considered to enable them to better enforce their rights. The crisis had further aggravated the situation with increasing part-time work and low-income workers who were working in exploitative practices and on precarious and atypical forms of employment. Low-income workers needed greater protection and self-employed workers also needed to be covered in the social dialogue process.
- 478.** The Employer Vice-Chairperson was of the view that those groups were significant, they were covered by the phrase “social dialogue in all its forms”; the amendment would weaken tripartism in the conclusions. She agreed with the importance of greater involvement of the two groups but it should not be included in the “tripartism” section.
- 479.** The Worker Vice-Chairperson agreed with the Employer members and did not support the amendment. Most members of trade union organizations were low-income workers and worker organizations represented all forms of labour, and especially the interests of low-

income workers. Furthermore, trade unions were at the forefront of fighting atypical and exploitative forms of employment.

- 480.** The Government member of Nigeria, speaking on behalf of the Africa group, did not support the insertion, as “social dialogue in all its forms” was all inclusive; mentioning specific groups would open up the discussion about having to mention many other groups.
- 481.** The Government member of Argentina did not support the amendment although she agreed with its spirit and altruistic nature. The point should have been discussed elsewhere in the text, not here.
- 482.** The Government members of Canada and the United States did not support the amendment.
- 483.** Due to lack of support, the amendment was not accepted.
- 484.** Paragraph 34 was adopted without amendment.

Paragraph 35

- 485.** An amendment submitted by the Government member of the Islamic Republic of Iran, to insert at the beginning of the paragraph “In accordance with the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87),” was not seconded and thus fell.
- 486.** The Employer Vice-Chairperson presented an amendment to insert after “bargaining,” the words “in accordance with national policy and practice,” to ensure that where bargaining took place, it reflected different forms and practices in different countries and conducted in accordance with national policy.
- 487.** The Worker Vice-Chairperson did not support the amendment as it was a repetition; such a reference had already been included under the “Guiding principles and policies”. Moreover, it was obvious that bargaining always had to be in accordance with national policy and practice; there was no need to add the phrase every time the text referred to “collective bargaining”.
- 488.** The Government members of Australia, Trinidad and Tobago, and Nigeria, on behalf of the Africa group, did not support the amendment for the same reasons mentioned by the Worker Vice-Chairperson.
- 489.** The amendment was not accepted.
- 490.** Paragraph 35 was adopted without amendment.

Paragraph 36

Subparagraph (a)

Clause (v)

- 491.** An amendment submitted by the Government member of the Islamic Republic of Iran, to insert after “older people” the words “, migrant workers” was not seconded and fell.

New clause after clause (viii)

- 492.** The Government member of Namibia, speaking also on behalf of the Government members of South Africa and Zambia, introduced an amendment to add a new clause after clause (viii) that would read “Requisite training at different levels.” The aim was to recognize better the value training could have to a country. President Joyce Banda of Malawi, in her address to the Conference plenary on 12 June 2013, had emphasized how she had benefited from ILO training; today, she was an advocate of human rights and labour standards. The section on ILO follow-up should therefore include a reference to training for people in member States.
- 493.** The Government member of the Netherlands pointed out that subparagraph (a), of which the proposed clause would be a clause, already referred to training by stating that the Office should support “technical cooperation including capacity building”. There was thus no need to add a separate clause on training.
- 494.** The Employer Vice-Chairperson, the Worker Vice-Chairperson and the Government members of Argentina, Brazil, Canada, Japan, Morocco and Norway supported the amendment.
- 495.** The amendment was adopted.

Subparagraph (b)

Clause (ii)

- 496.** An amendment submitted by the Government member of the Islamic Republic of Iran, to insert after the words “good practices” the words “on the basis of reliable labour market statistics” was not seconded and fell.

Clause (iii)

- 497.** The Chairperson pointed out that three amendments all concerned providing a time frame, that two of the three were essentially the same and that the amendments should be discussed together.
- 498.** The Government member of the United States, speaking also on behalf of the Government member of Canada, presented an amendment to delete “Over the next 12 months,”. The wording had been a very contentious issue in the Drafting Group. The time frame set was unrealistic because the programme and budget for the coming 12 months had already been approved and the Committee could not simply decide to change it. Also, the Director-General had initiated a reform that would strengthen and streamline all the research undertaken by the ILO, including through the establishment of a research unit, and it should not be diverted.
- 499.** The Employer Vice-Chairperson agreed with the position of the Government of the United States and supported the amendment. She also thought that it was unduly restrictive to limit the research to be undertaken on the care sector to the coming 12 months.
- 500.** The Worker Vice-Chairperson observed that three amendments about providing a time frame were being discussed together. The Workers’ group did not have a problem with replacing “Over the next 12 months” by “in a timely manner” as suggested in the other two amendments if there was a clear understanding of what was meant by “timely”. She illustrated her point by relating that the 16th International Conference of Labour

Statisticians had requested the Office in 1998 to develop indicators to measure underemployment. Fifteen years later, the Office was still working on the task. Setting real deadlines could increase the effectiveness of the Office to undertake the research. At the same time, it was understood that not all questions could be fully addressed over the coming 12 months. The Workers' group therefore suggested identifying research that should be carried out immediately, and developing a research agenda for research to be conducted over a longer time period. The research to be undertaken quickly presented an opportunity to prepare for the recurrent Conference discussion on social protection in 2015 but would have to be carried out by the end of 2014. An issue that could be immediately addressed would be the question of potential gaps in current international labour standards regarding old-age care. The first part of the research would not be very costly and could be carried out quickly. Such a concrete proposal would ensure relevant and concrete follow-up as a result of the work of the present Committee. The second part regarding the development of a broader research agenda could then be set at a later date, according to decisions of the ILO Governing Body. For these reasons, the Worker Vice-Chairperson introduced a subamendment for clause (iii) to read as follows: "Over the next 12 months, undertake an evidence-based analysis on old-age care focusing on the potential gaps in current international labour standards for consideration of the Governing Body and to inform the discussions on the recurrent item discussion at the Conference in 2015 and develop a research agenda on the care sector."

- 501.** The Employer Vice-Chairperson called a point of order and observed that the amendment under discussion suggested removing the time frame from the text and the subamendment suggested by the Worker Vice-Chairperson would keep the time frame and add further additional text that was not related to the question. She also insisted that what was being discussed was the amendment introduced by the Government member of the United States and not all three amendments discussing a time frame.
- 502.** The Chairperson clarified that all three amendments on the time frame were being discussed together.
- 503.** The Worker Vice-Chairperson concurred that she had proceeded according to what had been announced and agreed upon: to deal with all three amendments together.
- 504.** After consulting with both Vice-Chairpersons, the Chairperson declared that the Committee would first deal with the amendment proposed by the Government members of Canada and the United States separately, and then continue with the other two amendments concerning the time frame in the order that had been agreed.
- 505.** The Government member of Switzerland suggested that it might help to discuss another amendment on the substance of the paragraph before dealing with the three amendments on setting the time frame.
- 506.** The Government member of Brazil supported the proposal by the Government member of Switzerland since the Committee needed to know what was proposed to be done before it could decide on what was a realistic time frame to achieve it. The content needed to be discussed before setting the time frame.
- 507.** The Government member of Ireland, speaking on behalf of the EU Government members, concurred with the positions of the Government members of Brazil and Switzerland, as it would indeed be difficult to set a time frame in a vacuum.
- 508.** The Employer Vice-Chairperson raised another point of order insisting that the Government members had to pronounce themselves on the amendment.

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- 509.** The Chairperson repeated that the Committee was discussing the amendment introduced by the Government member of the United States and invited the Government members to indicate their support or disagreement with that amendment.
- 510.** After consultations, the Government member of the United States, speaking also on behalf of the Government member of Canada, withdrew the amendment and suggested discussing the amendment on the remainder of the paragraph first, as suggested by the Government member of Switzerland.
- 511.** The Worker Vice-Chairperson and the Employer Vice-Chairperson agreed to the proposal made by the Government member of Brazil.
- 512.** The Government member of Turkey, speaking also on behalf of the Government members of Japan, Norway and Switzerland, introduced an amendment to replace “undertake research” by “develop a research agenda” to recognize that it was more prudent to first develop a research agenda rather than immediately conducting research.
- 513.** The Employer Vice-Chairperson supported the amendment.
- 514.** The Worker Vice-Chairperson recognized that the Office should not be overburdened with research. At the same time, there was a need for concrete follow-up to the Committee discussion. A time limit would be useful to put pressure on the Office. She repeated that it was important to use the opportunity of the discussion on the recurrent item on social protection during the Conference in 2015 to benefit from the results on research on the care sector. She introduced a subamendment so that clause (iii) would read as follows: “Over the next 12 months, develop a research agenda on the care sector and undertake an evidence-based analysis on old-age care focusing on the potential gaps in current international labour standards for consideration to the Governing Body and to inform discussions on the recurrent item at the Conference in 2015.”
- 515.** The Government members of Brazil, Norway, Switzerland, the United States, Ireland, on behalf of the EU Government members, and Nigeria, on behalf of the Africa group, supported the amendment and did not support the subamendment.
- 516.** The Government member of Brazil considered that the Office could immediately develop a research agenda but to focus the research already on one sector was not something the Committee had evidence to decide; the Governing Body should give guidance on that. It could be discussed during the 2015 discussion but the Committee should not pre-empt the decision.
- 517.** The Worker Vice-Chairperson noted the lack of support and withdrew the subamendment. She regretted the lost opportunity to put pressure on the Office to act.
- 518.** The Employer Vice-Chairperson and the Worker Vice-Chairperson supported the amendment.
- 519.** The amendment was adopted.
- 520.** The Government member of Brazil withdrew an amendment to replace “Over the next 12 months” by “On a timely basis”, as the Office would be able to develop a research agenda within 12 months.
- 521.** The Employer Vice-Chairperson withdrew an amendment to replace “Over the next 12 months” by “In a timely manner”.

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522. An amendment submitted by the Islamic Republic of Iran to insert after “and institutions” the words “and social partners” was not seconded and fell.

Subparagraph (c)

Clause (ii)

523. An amendment seeking to replace the clause by “Strengthens partnerships with the United Nations and other relevant global, international and regional organizations on ageing.” was withdrawn by the Government member of India.

524. Paragraph 36 was adopted as amended.

Adoption of the draft conclusions and the draft resolution

525. There were no objections from the Committee to the Chairperson’s suggestion for the secretariat to make minor linguistic corrections to the text of the draft conclusions.

526. The Government member of Argentina restated her position against the use of the terms “flexibility” and “adjustment” in the draft conclusions, given the negative connotation the terms had in Argentina and other Latin American countries.

527. The draft conclusions were adopted as amended.

528. The Government member of Norway congratulated the Committee on the work achieved and introduced a draft resolution, recommending its use as an introduction to the conclusions.

529. The Government members of Canada, Ireland, Mexico, Namibia, South Africa, Swaziland, Switzerland, Turkey and the United States, as well as the Employer Vice-Chairperson and Worker Vice-Chairperson supported the draft resolution.

530. The draft resolution was adopted.

Consideration of the draft report

531. The Committee considered its draft report at its 11th sitting. Introducing the draft report, the Reporter acknowledged the Committee’s achievements in reaching conclusions that showed the way forward for governments, the social partners and the Office on employment and social protection in the new demographic context. Demographic trends, including ageing, the youth bulge, urbanization and migration, constituted the major drivers that were transforming the world of work. Notwithstanding the diversity of country contexts, the Committee had managed to develop a common vision and a set of guiding principles and policies to meet the challenges resulting from those trends. The report and the conclusions would become an important reference for countries to consider a comprehensive and integrated policy mix that addressed discrimination related to age, gender and disability; new technologies; preventive health and safety; lifelong learning; adequate workplaces, adequate working conditions, including work-time and work organization; OSH; productivity; and the impacts on the care sector. The Committee’s work represented the tripartite follow-up to the Second World Assembly on Ageing held in

Madrid. The discussions had reaffirmed the role of tripartism and social dialogue in the development and implementation of policy responses, and also the importance of the support of the Office. The Committee's report captured the substance of discussions among more than 160 participants from some 110 countries, reflecting the diversity of experiences across countries and areas of agreement and divergence. He expressed admiration for the Chairperson's work and thanked him for fostering a constructive atmosphere. He thanked the Employer and Worker Vice-Chairpersons for their conviction, passion and contributions to the final results and the Drafting Group for the candid dialogue that had taken place.

532. The Chairperson thanked the Reporter for having examined the report with care and diligence and invited the Committee to adopt the report.

533. The Committee unanimously adopted the report, with minor corrections submitted by Committee members in writing to their own statements, as well as the resolution and the conclusions.

Closing remarks

534. In the closing statements, special thanks were expressed to all Committee members for their collective effort and collaborative spirit throughout the discussions, and the high quality of interventions. Appreciation was also expressed for the excellent work of the Chairperson and Vice-Chairpersons, the representative and deputy representatives of the Secretary-General, the secretariat and the interpreters.

535. The Employer Vice-Chairperson expressed her appreciation to the Committee for the rich contribution from its members, including her group, to the Chairperson, the secretariat and the Office for the productive cooperation and the overall efficient, effective and friendly interaction.

536. A Worker member from Australia conveyed the apologies of the Worker Vice-Chairperson who was not able to deliver her statement in person. On her behalf, he affirmed that the Conference had provided a unique opportunity to give guidance on how to address problems related to demographic change. Some 5,500 delegates had gathered during the Conference with a collective responsibility to serve constituents. The reports submitted to the Conference had been translated into eight languages, which was essential for global dialogue. For trade unions, participation in the Conference constituted a significant investment as governments financed only the participation of one participant but not participation in technical committees. While trade unions were aware that not all of the work of the Committees could immediately translate into direct benefits for all their members and that participation was also an act of solidarity, they did have to justify the use of membership fees for participation at the ILC. He insisted that there was however an expectation that for participation in the Conference to pay off, it had to consist in more than simply repeating the general fundamentals that the Organization agreed upon, as reaffirmed, among others, in the 1998 Declaration on Fundamental Principles and Rights at Work. If it was agreed that tripartite dialogue was the best way to achieve progress in social justice, then that had to translate into discussing matters of substance and a search for innovative solutions. However, he alleged that the Employers' group had consistently diluted the process when insisting on including a reference to national law and practice every time collective bargaining was mentioned. The reference was either unnecessary as it was stating the obvious, namely that national law had to be followed within nation States, or it was trying to excuse governments and employers that limited the collective representation of interests. That, however, was against the ILO Constitution. He affirmed

that in too many countries trade unionists were suffering prosecution and hindrance to fully exercising their fundamental rights. To question and renegotiate those fundamental rights repeatedly at every Conference was a waste of time and resources. During the Committee, the Employers' group, in its opening statement, had itself called for innovative and new ideas, but when the Workers' group had proposed to discuss the concept of "dynamic stability", as a new and innovative approach, it had been refused on the ground that it was a new concept that had not been discussed before. Overall, the Workers' group still thought that the Committee had agreed on a good document, but he called upon its members to be more daring and ambitious in the future and not to shy away from new ideas. There had been good guidance adopted by the Conference the previous year on social protection floors and youth employment but the issue of old-age care had not yet been addressed. The conclusions now provided a firm mandate to achieve progress in that regard over the following 12 months. He highlighted that, in today's world of demographic change, there was a need for genuine tripartite dialogue, for exploring common and conflicting interests, and for translating the former into solutions while keeping the latter at bay. International guidelines and principles were important to help build better systems at home.

- 537.** The Government member of Ireland, speaking on behalf of the EU and the Governments of its Member States attending the Conference,⁸ and the Government members of Albania, Croatia, Georgia, Iceland, Montenegro, Serbia, The former Yugoslav Republic of Macedonia, and Ukraine, stated that the Committee had contributed to developing a common understanding of the consequences of demographic dynamics for the world of work and social protection as well as on suitable policy responses to those developments. There had been consensus on the need to support labour participation through good-quality employment for all working-age groups, for policies to improve social protection, economic growth and investment in human capital for all ages with a special focus on youth, older people and ensuring the same opportunities for women and men. That could only be achieved through a long-term, comprehensive approach that combined economic, employment and social measures, addressing the fields of the labour market, lifelong learning, the working environment, health and safety at work and social protection. They were committed to promoting active ageing and solidarity between generations and considered that the conclusions provided useful guidance. The ILO should continue its work to support countries in designing and implementing decent work policies that took into account the new demographic context and the increased economic and social challenges.
- 538.** The Government member of Nigeria, speaking on behalf of the Africa group, said that the discussion had been a showcase of tripartism and social dialogue in action. The report pointed out that challenges were not insurmountable and could be addressed using an integrated and long-term perspective. That message had been retained throughout the discussions. The Committee had identified the key challenges and social and economic implications for the different regions, outlining viable policy directions on how the care economy could be promoted, how tripartite constituents could contribute to policy development and implementation and how the Office could support constituents in developing policies and action plans. Youth unemployment had also emerged as an important factor that should be taken into consideration. She stressed the relevance of the conclusions, and the need to translate recommendations into action.

⁸ See footnote 2.

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- 539.** The Government member of Belgium recalled some points that her Government had underlined during its opening statement. Social security was an investment in human capital carried out over the lifetime of each citizen, which provided for a productive and dignified life, and the objective should be the application of universal social security. Each State should focus on providing high-quality public and employment services to respond to workers of different ages. Decision-makers should take measures to eradicate all forms of discrimination towards vulnerable groups, especially towards women and older workers. Policy measures should take into consideration the new demographic realities. Policies should be inclusive, progressive and should include measures to fight tax evasion and social fraud. Measures should also include efficient and sustainable financial mechanisms that allowed for sufficient social protection and the promotion of security for older people. The conclusions were balanced and took into consideration the realities in each member State. The ILO should initiate research on the care economy and analyse in that respect possible gaps in international labour standards.
- 540.** The Government member of Swaziland, complementing the intervention made by the Government member of Nigeria on behalf of the Africa group, underlined that ageing was a challenge for both the developed and the developing world, and added that his Government was in the process of creating an all-inclusive social security system. He supported research on new initiatives to create more jobs for youth in particular, and endorsed the report and its conclusions.
- 541.** The representative of the Secretary-General, Mr Hougbo, thanked all members of the Committee for the remarkable work accomplished. The conclusions provided a response to the Secretary-General's appeal to take up the challenge of demographic transitions as one of the fundamental drivers affecting the world of work in the following decades. That was proof of the fact that the Organization was able to lead and guide with its vision on the most current issues. He thanked the deputy representatives of the Secretary-General, Ms Berar Awad and Mr Bonilla García, for their skilful and effective efforts and for their joint perspective, which was an expression of the 2008 Declaration on Social Justice for a Fair Globalization. Strengthened by the internal reform process conducted by the Director-General, the Office would strive to continue working in an integrated and coherent fashion, bringing together the diverse expertise in the Office, to follow up on the conclusions and to rise up to the standard of centre of excellence on demographic challenges and the world of work, as requested by the Committee. An action plan would be presented to the Governing Body at its October session for its endorsement.
- 542.** The Chairperson extended special thanks to the Vice-Chairpersons for their collaboration in fulfilling the objective of the Committee in a timely manner with an effective and robust outcome. He also thanked the members of the Committee, the Drafting Group, the subcommittee on linguistic amendments and the Reporter, as well as the Committee secretariat. The Committee had done an excellent job in adopting a set of conclusions through tripartite consensus. The conclusions would provide guidance to member States on the principles and policies needed to tackle the challenges of demographic transitions, a comprehensive policy mix, the role of tripartism and social dialogue, and the action of the Office to support governments and social partners.

Geneva, 17 June 2013

(Signed) J. Matiza
Chairperson

L.V. Sversut
Reporter

Resolution concerning employment and social protection in the new demographic context

The General Conference of the International Labour Organization, meeting at its 102nd Session, 2013,

Having undertaken a general discussion on the basis of Report IV, *Employment and social protection in the new demographic context*,

Recognizing that demographic transitions have major implications for labour markets and social protection systems,

Affirming that coherent and integrated employment promotion and social protection policies that build on the virtuous cycle of employment, social protection and development are crucial to address the demographic challenge,

1. Adopts the following conclusions; and

2. Invites the Governing Body of the International Labour Office to give due consideration to them in planning future work and to request the Director-General to take them into account when preparing future programme and budget proposals and to give effect to them, to the extent possible, when implementing the Programme and Budget for the 2014–15 biennium.

Conclusions on employment and social protection in the new demographic context

I. Demographic transitions and their challenges

1. Demographic change including population ageing is a universal trend in all countries and regions, although demographic transitions take place at different paces and over different time horizons. The human development index, in particular the life expectancy component, provides a benchmark. Living longer and healthier lives is one of the most important achievements of human development, while it should be acknowledged that there is still much work to be done to ensure that everyone benefits.
2. The world's population is growing and ageing. By 2050, it is expected to have surpassed 9 billion and the population aged 60 years and over will have tripled. Three-quarters of the world's older population are expected to be living in developing countries. The majority of older people are women. Old-age dependency is on the rise: in 2000, there were nine persons of working age for every person over 65; by 2050, there will be only four.
3. Countries and regions at different stages of demographic transition face different challenges and therefore different levels of urgency are attached to aspects of ageing, youth employment and the impact of HIV/AIDS.
4. The new demographic context has profound implications for the labour force and for labour market dynamics, social security systems, employment and economic development.
5. Over the next decade, it is estimated that there will be 420 million more people in the labour force than today. Labour force growth is anticipated to be particularly strong in developing countries where the majority of people currently work in the informal economy. In contrast, working-age population growth will stagnate or even decline in many developed countries. Globally, it will be necessary therefore to create more than 600 million jobs to integrate the 197 million currently unemployed (73 million of whom are young people) and newcomers to the labour market.
6. Only about 20 per cent of the world's working-age population is estimated to have effective access to comprehensive social protection. In developing countries, 342 million older people lack adequate income security and, if nothing is done, the number could rise to 1.2 billion by 2050. Food security, nutrition and access to safe drinking water and sanitation are dire problems for many families without sufficient income security. Older people often have to maintain their economic activity to survive and earn a living.
7. Increasing formal employment and labour force participation rates are essential to meeting social protection and economic development needs. However, informal employment and other forms of inadequately protected work remain pervasive for large segments of the labour force and the transition to decent work is slow and difficult. This also puts at risk access to social security.
8. For many countries, the global economic crisis, subsequent adjustment measures and the slowdown in growth continue to impact labour markets and social security systems, affecting the social fabric and economic sustainability. In some countries, high levels of unemployment, a growing proportion of youth who are neither in employment nor in education or training, job insecurity, growing inequalities, an increasingly uncertain environment for enterprises, increasing demand for social protection and the weakening of social dialogue add to the challenges caused by the demographic transition. The crisis is

exerting pressure on public finance and debt. It puts at risk achievements in social protection and complicates needed reforms. In other countries, public policies have managed to reconcile economic growth, employment and redistribution of wealth, generating a virtuous cycle based on comprehensive social protection systems.

II. Guiding principles and policies

9. Effective policies are necessary to tackle the challenges of demographic transitions. The wide range of ILO standards relevant to the context of demographic change provide policy guidance. The following provide further guidance:
- (a) A comprehensive multidimensional and integrated policy mix that recognizes the interdependency between demographic shifts, employment, labour migration, social protection and economic development.
 - (b) Guided by the fundamental principles and rights at work of the ILO and pursuing the objective of decent work over the life cycle, policies will be context specific, taking into account the diversity of country situations including demographic structures, economic development, legal frameworks, labour market needs, social security systems, and fiscal space.
 - (c) Integrated and coherent approaches to training linked to labour market needs, education, employment promotion and social protection policies that promote the virtuous cycle of employment, social protection, productivity, inclusive growth and development.
 - (d) A long-term vision that spans the life cycle and promotes personal responsibility, shared responsibility of the tripartite partners and solidarity among generations and population groups.
 - (e) Innovative policy packages responsive to change.
 - (f) Effective and efficient social dialogue and collective bargaining in accordance with national policies and practices based on mutual trust and respect.
 - (g) Preventing and combating age discrimination.
 - (h) Promoting gender equality throughout the life cycle.
 - (i) Promoting the inclusion of workers with disabilities.
 - (j) Good governance based on accountability and transparency.
 - (k) Promoting employability and labour force participation by creating an enabling policy environment conducive to sustainable enterprises and job-rich growth.
 - (l) Effective youth employment and training schemes.
 - (m) The right to social security is a human right.
 - (n) Provision of essential health care and long-term care.
 - (o) The strengthening of tripartite efforts for the effective elimination of child labour.

III. A comprehensive policy mix

10. It is the primary responsibility of the State to implement policies to tackle effectively the challenges of demographic transitions. With the right combination of policies and with the commitment and action of relevant stakeholders, demographic transitions not only become manageable and sustainable but can be turned into opportunities.
11. Employment and social protection policies should be developed in such a manner as to reinforce one another in response to the specificities and diverse employment, income patterns and needs of the population. Social protection should be viewed as a long-term investment, providing stabilization and offering social and economic returns over time.
12. Employment-centred economic policies and development strategies are needed to generate decent and productive jobs for all working-age groups, a fair distribution of income, and increase the overall level of employment. These include pro-employment macroeconomic and regulatory frameworks that promote public and private investments, an enabling environment for sustainable enterprises, skills development, entrepreneurship and active labour market policies. The Employment Policy Convention, 1964 (No. 122), Human Resources Development Recommendation, 2004 (No. 195), and Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189), and other relevant standards provide guiding frameworks.
13. Serious consideration should be given by member States to the implementation of the multi-pronged policy portfolio included in the ILO Call for Action on the youth employment crisis (2012).
14. Well-managed migration policies taking into account the ILO Multilateral Framework on Labour Migration can contribute to mitigating labour and skills shortages, promoting the rights of migrant workers and addressing challenges such as brain drain.
15. Collective bargaining and minimum wage setting in accordance with national policies and practices can ensure a fair income distribution in society, including closing the gender pay gap, and improve the contributory capacity.
16. Comprehensive, adequate and sustainable social security systems should be established and maintained. As a matter of priority, national social protection floors are needed to guarantee that all persons have access to education, essential health care and basic income security. In accordance with the Social Protection Floors Recommendation, 2012 (No. 202), higher levels of social security should be progressively ensured to as many people as possible.
17. The Social Security (Minimum Standards) Convention, 1952 (No. 102), and Social Protection Floors Recommendation, 2012 (No. 202), as well as other ILO social security standards, provide an international reference framework for the establishment of comprehensive social security systems that ensure protection throughout the life cycle. They also contain principles crucial for ensuring the sustainability of social security systems and the adequacy of benefits.
18. Labour markets need to function in a way that allows for adjustments to changing circumstances recognizing that all parties have legitimate interests. This should occur in an enabling framework that provides workers the stability and security to engage positively in change and provides employers with the necessary flexibility to be competitive and innovative.

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- 19.** Policies to increase productivity can compensate for shrinking labour forces in ageing societies, and can boost development in all countries. Such policies include, among others:
- Education, training and lifelong learning.
 - Social protection including effective access to public health and social services.
 - Improved working conditions and sound occupational safety and health.
 - Non-discriminatory practices that embrace diversity and sensitivity in relation to age, gender and disabilities.
 - Frameworks for work practices conducive to improvements in productivity.
 - Policies that support innovation.
- 20.** Skills mismatches and skills shortages are a common challenge across countries and development stages. Skills policies are therefore an essential part of the policy mix.
- 21.** Governments, employers and workers should work together to increase lifelong learning opportunities to foster employability and productivity and to prevent skills obsolescence. Measures could include:
- Upgrading skills in the use of new technologies.
 - Removing age limits in access to learning and training.
 - Providing and viewing training as an integral part of career planning.
 - Supporting a conducive environment for learning and development, for example through mixed-age teams and mentoring.
- 22.** Targeted policies are necessary to increase the labour force participation of vulnerable and/or under-represented groups. Policies for family support, work–life balance, childcare and old-age care facilities, maternity protection, paternity and family responsibility-related leave, flexible working time and home work are possible options. These options can also increase overall labour force participation. Increasing the labour market participation of older workers is of great importance and can benefit from tripartite efforts to agree on measures and incentives that enable employers to provide more jobs for older workers and workers to stay in employment until they reach their retirement.
- 23.** Policy measures to address the plight of workers in the informal economy and to facilitate multiple pathways for transition from informal to formal, decent and productive work are a priority in the new demographic context, including by extending social security.
- 24.** In many countries, ageing is leading to increasing pension costs. There is a need to ensure the financial, fiscal and economic sustainability of pension systems through appropriate and well-designed policies, financing mechanisms and enforcement measures. They should be complemented by access to affordable, quality public health and social services. Policies should strive to ensure the adequacy and the predictability of pensions and a gradual and flexible transition from active working life to retirement through measures such as phased-in retirement, part-time work and job-sharing.
- 25.** In reforming social security pension systems, countries often face difficult choices among available options but should always pay attention to the related social outcomes. The best choice for each country will take into account accrued pension-scheme rights, be based on

inter-generational fairness and solidarity and be founded on well-informed consultation, substantive dialogue and shared responsibility among social partners. For some countries, the choice might include effective increase of pension age. If so, transitional implications for workers, particularly those close to retirement, must be addressed on a fair basis, respecting workers' and employers' interests. When such a reform involves a delay in retirement age, there will be specific concerns and opportunities for employers, workers and society. Such reforms must recognize that some workers or groups of workers have reduced capacities and life expectancies, notably those who spend their lives in arduous or hazardous occupations. It should be a matter of choice for a worker to delay retirement. The employment of older workers may be beneficial for workers and employers alike. Health and related issues should be addressed.

- 26.** Policies to combat discrimination based on age and practices of diversity and age sensitivity are central to human dignity and to increasing productivity. They could include:
- Promoting, enforcing and/or enacting employment legislation that combats discrimination on the basis of age.
 - Awareness-raising campaigns conducted by governments, social partners and the media to combat negative attitudes about older persons and to increase appreciation of their value to society.
 - Enterprise-level initiatives such as company-run diversity programmes.
- 27.** Measures that foster preventive health and safety at the workplace and healthy lifestyles should be promoted throughout the life cycle including but not limited to the development of occupational safety and health legislation with appropriate compliance mechanisms, and taking into account age-, gender- and disability-specific health and workplace needs.
- 28.** Policies to provide for flexibility in working time and work organization according to needs specific to age groups, gender and disability, while maintaining adequate social security coverage, should be considered. Collective bargaining in accordance with national law and practice can facilitate the introduction of these policies.
- 29.** Demographic transitions increase demand for the care sector. The promotion of this sector and its long-term sustainability is essential to protect people and to ensure that they live and age in dignity. The care sector also presents new opportunities for investment, innovation and job creation. Good management of the sector is necessary to ensure the provision of quality care. Professionalization of the delivery of care should be promoted.
- 30.** Traditional care systems, which rely heavily on female family members to bear the main burden of providing care services, are under increasing strain. The provision of care requires the recognition of the complementary and fundamental roles of family, community and professional care services. Care structures need to be developed that address the diverse demand for care services. Accreditation and regulation of professional care services should be promoted.
- 31.** The right of care workers to decent work should be promoted, including by improving working conditions, skills development and recognition and promoting gender equality.
- 32.** Through a variety of means, such as the effective enforcement of tax and contribution obligations, including measures to prevent tax evasion, the resources necessary to effectively implement the policy mix can be mobilized.

IV. Tripartism and social dialogue

- 33.** Social dialogue in all its forms is necessary to finding effective, equitable and sustainable answers to demographic challenges and can offer a key contribution to inclusive, sustainable growth and development. Necessary reform processes can be best managed through social dialogue to balance employment, social protection and related financial and fiscal requirements.
- 34.** Collective bargaining, based on freedom of association and mutual trust and respect, is an important tool for the development of specific collective agreements to meet the challenge of demographic change at different levels.

V. Action by the Office

35. The ILO has an important role to play in providing global leadership and acting as a centre of excellence on demographic change and its implications for the world of work. With due regard to approved budgets, the Office should support actions by governments and social partners and work with the multilateral system in the following areas.

- (a) Technical cooperation including capacity building to support:
- (i) Development of integrated national action plans on demographic change.
 - (ii) Development of labour market information systems, identification and forecasting of skills needs and monitoring and evaluation mechanisms.
 - (iii) Mainstreaming of responses to demographic challenges in all relevant national employment and social protection policies, in particular to implement the ILO Call for Action on the youth employment crisis (2012) and the Social Protection Floors Recommendation, 2012 (No. 202).
 - (iv) Strengthening of the capacity of governments, employers' and workers' organizations, and social security institutions to better address demographic challenges and to develop holistic policies including through social dialogue and tripartism.
 - (v) Strengthening of employment services and the delivery of targeted active labour market policies for young people, women, older people and persons with disabilities.
 - (vi) Development of well-managed labour migration policies and their implementation.
 - (vii) Facilitation of transitions from the informal economy to formality, taking into account the standard-setting discussions at the International Labour Conference in 2014 and 2015 on this matter.
 - (viii) Awareness-raising on and promotion of the implementation of relevant ILO standards.
 - (ix) Requisite training at different levels.

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- (b) Knowledge development, dissemination and follow-up:
- (i) Undertake research and evidence-based comparative policy analysis on the interaction between employment and social protection policies at the micro and macro levels.
 - (ii) Map and analyse good practices and facilitate their dissemination.
 - (iii) Over the next 12 months, develop a research agenda on the care sector including an evidence-based analysis of the potential gaps in current international labour standards for the consideration of the Governing Body.
- (c) Partnerships and advocacy:
- (i) Promote, in partnership with the relevant global, international and regional organizations and institutions, the integrated, inter-generational life-cycle approach, notably in the context of the Post-2015 Development Agenda.
 - (ii) Strengthen partnerships with the United Nations and other relevant global, international and regional organizations with respect to the follow-up to the Madrid International Plan of Action on Ageing, adopted at the Second World Assembly on Ageing in April 2002, and its regional implementation strategies.

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