

GLOBAL COMMISSION  
ON THE FUTURE OF WORK



International  
Labour  
Organization

100  
1919-2019

# Work for a brighter future



# **WORK FOR A BRIGHTER FUTURE**

**GLOBAL COMMISSION  
ON THE FUTURE OF WORK**

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*Work for a brighter future – Global Commission on the Future of Work*  
International Labour Office – Geneva: ILO, 2019

ISBN 978-92-2-132795-0 (print)  
ISBN 978-92-2-132796-7 (web pdf)

future of work / decent work / human development / gender equality / social protection / freedom of association /  
working time / collective bargaining / social contract / economic and social development / role of ILO

13.01.1

Also available in Arabic: ISBN 978-92-2-132811-7 (print), ISBN 978-92-2-132812-4 (web pdf); Chinese: ISBN 978-92-2-132815-5 (print), ISBN 978-92-2-132816-2 (web pdf); French: ISBN 978-92-2-132799-8 (print), ISBN 978-92-2-132800-1 (web pdf); German: ISBN 978-92-2-132819-3 (print), ISBN 978-92-2-132820-9 (web pdf); Russian: ISBN 978-92-2-132807-0 (print), ISBN 978-92-2-132808-7 (web pdf); and Spanish: ISBN 978-92-2-132803-2 (print), ISBN 978-92-2-132804-9 (web pdf).

*ILO Cataloguing in Publication Data*

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# PREFACE

As President, or as Prime Minister, one has the privilege of becoming involved in many events and processes. But for both of us, to co-chair the Global Commission on the Future of Work has really been special. This is a reflection on both the issues involved and the way this Commission has worked.

We have, in our personal histories, a background in industry and in trade unions. From our own experiences we know the importance of labour, but also the power of joint solutions achieved through social dialogue between employers and employees.

In our respective countries, South Africa and Sweden, we have seen – and been part of – societal transformations where changes in the labour market were at the core. Therefore, we have strongly appreciated the chance to be part of a journey to reflect on the current global transformations all our societies are going through.

The Global Commission on the Future of Work began its work in October 2017 at the invitation of the Director-General of the ILO. It met four times during the following year, the last meeting taking place in November 2018. It has been an ongoing conversation about all aspects of the world of work, identifying key challenges and opportunities and trying to come up with recommendations for action by all stakeholders, including governments, employers and unions.

The membership of the Commission is a remarkable concert of accomplished individuals from all over the world, from different sectors and backgrounds and with different experiences and perspectives. It has been a profound pleasure to work with such a dedicated and knowledgeable group.

Each member of the Commission has made an extraordinary effort. Despite busy schedules, everyone has contributed and participated beyond the call of duty. Members have also done their own research and participated in smaller policy dialogue sessions to further explore selected issues.

To write a concise report, narrowing down the key issues, has not been easy. There may be points of divergence between the members of the Commission, all of them may not agree with every single proposal, and there were several good ideas presented during the discussions, including on how to implement our recommendations, that it has not been possible to include in the report.

The ILO Secretariat, under the leadership of Director-General Guy Ryder, has been central to managing the task of preparing this report, not

least by providing us with the latest research and policy findings. The Commission's consulting writer, Sarah Murray, has greatly enriched the text.

Our aspiration has been for the report to portray the urgency of the changes that the world of work is facing and to provide ideas on how to manage and leverage these transformations. Our hope now is that this report will inspire further discussions on a full range of issues – including, for example, how to strengthen democratic space for social dialogue and how business models can be better aligned with a human-centred agenda. We have wished to make this report as readable and as relevant as possible to a broad range of readers – from high-level policy-makers to young students, workers and business leaders, platform entrepreneurs and informal workers – because we are convinced that if everyone is aware of the changes, if everyone is included and works together to find solutions, there is a brighter future to our world of work.

CYRIL RAMAPHOSA

STEFAN LÖFVEN

# EXECUTIVE SUMMARY



### **The future of work**

New forces are transforming the world of work. The transitions involved call for decisive action.

Countless opportunities lie ahead to improve the quality of working lives, expand choice, close the gender gap, reverse the damages wreaked by global inequality, and much more. Yet none of this will happen by itself. Without decisive action we will be heading into a world that widens existing inequalities and uncertainties.

Technological advances – artificial intelligence, automation and robotics – will create new jobs, but those who lose their jobs in this transition may be the least equipped to seize the new opportunities. Today's skills will not match the jobs of tomorrow and newly acquired skills may quickly become obsolete. The greening of our economies will create millions of jobs as we adopt sustainable practices and clean technologies but other jobs will disappear as countries scale back their carbon- and resource-intensive industries. Changes in demographics are no less significant. Expanding youth populations in some parts of the world and ageing populations in others may place pressure on labour markets and social security systems, yet in these shifts lie new possibilities to afford care and inclusive, active societies.

We need to seize the opportunities presented by these transformative changes to create a brighter future and deliver economic security, equal opportunity and social justice – and ultimately reinforce the fabric of our societies.

### **Seizing the moment: Reinvigorating the social contract**

Forging this new path requires committed action on the part of governments as well as employers' and workers' organizations. They need to reinvigorate the social contract that gives working people a just share of economic progress, respect for their rights and protection against risk in return for their continuing contribution to the economy. Social dialogue can play a key role in ensuring the relevance of this contract to managing the changes under way when all the actors in the world of work participate fully, including the many millions of workers who are currently excluded.

## A human-centred agenda

We propose a **human-centred agenda for the future of work** that strengthens the social contract by placing people and the work they do at the centre of economic and social policy and business practice. This agenda consists of three pillars of action, which in combination would drive growth, equity and sustainability for present and future generations:

### 1. INCREASING INVESTMENT IN PEOPLE'S CAPABILITIES

In enabling people to thrive in a carbon-neutral, digital age, our approach goes beyond human capital to the broader dimensions of development and progress in living standards, including the rights and enabling environment that widen people's opportunities and improve their well-being.

- *A universal entitlement to lifelong learning that enables people to acquire skills and to reskill and upskill.* Lifelong learning encompasses formal and informal learning from early childhood and basic education through to adult learning. Governments, workers and employers, as well as educational institutions, have complementary responsibilities in building an effective and appropriately financed lifelong learning ecosystem.
- *Stepping up investments in the institutions, policies and strategies that will support people through future of work transitions.* Young people will need help in navigating the increasingly difficult school-to-work transition. Older workers will need expanded choices that enable them to remain economically active as long as they choose and that will create a lifelong active society. All workers will need support through the increasing number of labour market transitions over the course of their lives. Active labour market policies need to become proactive and public employment services to be expanded.
- *Implementing a transformative and measurable agenda for gender equality.* The world of work begins at home. From parental leave to investment in public care services, policies need to foster the sharing of unpaid care work in the home to create genuine equality of opportunity in the workplace. Strengthening women's voice and leadership, eliminating violence and harassment at work and implementing pay transparency policies are preconditions for gender equality. Specific measures are also needed to address gender equality in the technology-enabled jobs of tomorrow.

- *Providing universal social protection from birth to old age.* The future of work requires a strong and responsive social protection system based on the principles of solidarity and risk sharing, which supports people's needs over the life cycle. This calls for a social protection floor that affords a basic level of protection to everyone in need, complemented by contributory social insurance schemes that provide increased levels of protection.

## 2. INCREASING INVESTMENT IN THE INSTITUTIONS OF WORK

Our recommendations seek to strengthen and revitalize the institutions of work. From regulations and employment contracts to collective agreements and labour inspection systems, these institutions are the building blocks of just societies. They forge pathways to formalization, reduce working poverty and secure a future of work with dignity, economic security and equality.

- *Establishing a Universal Labour Guarantee.* All workers, regardless of their contractual arrangement or employment status, should enjoy fundamental workers' rights, an "adequate living wage" (ILO Constitution, 1919), maximum limits on working hours and protection of safety and health at work. Collective agreements or laws and regulations can raise this protection floor. This proposal also allows for safety and health at work to be recognized as a fundamental principle and right at work.
- *Expanding time sovereignty.* Workers need greater autonomy over their working time, while meeting enterprise needs. Harnessing technology to expand choice and achieve a balance between work and personal life can help them realize this goal and address the pressures that come with the blurring of boundaries between working time and private time. It will take continued efforts to implement maximum limits on working time alongside measures to improve productivity, as well as minimum hour guarantees to create real choices for flexibility and control over work schedules.
- *Ensuring collective representation of workers and employers through social dialogue as a public good, actively promoted through public policies.* All workers must enjoy freedom of association and the right to collective bargaining, with the State as the guarantor of those rights. Workers' and employers' organizations must strengthen their representative legitimacy through innovative organizing techniques that reach those who are engaged in new business models, including through the use of technology. They must also use their convening power to bring diverse interests to the table.

- *Harnessing and managing technology for decent work.* This means workers and managers negotiating the design of work. It also means adopting a “human-in-command” approach to artificial intelligence that ensures that the final decisions affecting work are taken by human beings. An international governance system for digital labour platforms should be established to require platforms (and their clients) to respect certain minimum rights and protections. Technological advances also demand regulation of data use and algorithmic accountability in the world of work.

### 3. INCREASING INVESTMENT IN DECENT AND SUSTAINABLE WORK

We recommend transformative investments, in line with the United Nations 2030 Agenda for Sustainable Development.

- *Incentives to promote investments in key areas for decent and sustainable work.* Such investments will also advance gender equality and can create millions of jobs and new opportunities for micro-, small and medium-sized enterprises. The development of the rural economy, where the future of many the world’s workers lies, should become a priority. Directing investment to high-quality physical and digital infrastructure is necessary to close the divides and support high-value services.
- *Reshaping business incentive structures for longer-term investment approaches and exploring supplementary indicators of human development and well-being.* These actions can include fair fiscal policies, revised corporate accounting standards, enhanced stakeholder representation and changes in reporting practices. New measures of country progress also need to be developed to account for the distributional dimensions of growth, the value of unpaid work performed in the service of households and communities and the externalities of economic activity, such as environmental degradation.

### Taking responsibility

We call on all stakeholders to take responsibility for building a just and equitable future of work. Urgent action to strengthen the social contract in each country requires increasing investment in people’s capabilities and the institutions of work and harnessing opportunities for decent and sustainable work. Countries need to establish national strategies on the future of work through social dialogue between governments and workers’ and employers’ organizations.

We recommend that all relevant multilateral institutions strengthen their joint work on this agenda. We recommend in particular the establishment of more systemic and substantive working relations between the World Trade Organization (WTO), the Bretton Woods institutions and the ILO. There are strong, complex and crucial links between trade, financial, economic and social policies. The success of the human-centred growth and development agenda we propose depends heavily on coherence across these policy areas.

The ILO has a unique role to play in supporting the delivery of this agenda, guided by its rights-based, normative mandate and in full respect of its tripartite character. The ILO can become a focal point in the international system for social dialogue, guidance and analysis of national future of work strategies as well as for examining how the application of technology can positively affect work design and worker well-being.

We further recommend that particular attention be given to the universality of the ILO mandate. This implies scaling up its activities to include those who have historically remained excluded from social justice and decent work, notably those working in the informal economy. It equally implies innovative action to address the growing diversity of situations in which work is performed, in particular the emerging phenomenon of digitally mediated work in the platform economy. We view a universal labour guarantee as an appropriate tool to deal with these challenges and recommend that the ILO give urgent attention to its implementation.

We see this report as the beginning of a journey. Because the ILO brings together the governments, employers and workers of the world, it is well suited to be a compass and guide for the journey ahead.

# SEIZING THE MOMENT



# 1. SEIZING THE MOMENT

Work sustains us. It is how we meet our material needs, escape poverty and build decent lives. Beyond our material needs work can give us a sense of identity, belonging and purpose. It can expand our choices, allowing us to glimpse optimistically into our own future.

Work also holds collective significance by providing the network of connections and interactions that forge social cohesion. The way in which we organize work and labour markets plays a major role in determining the degree of equality our societies achieve.

Yet work can also be dangerous, unhealthy and poorly paid, unpredictable and unstable. Rather than expanding our sense of possibility, it can make us feel trapped, literally and emotionally. And for those unable to find work, it can be a source of exclusion.

We now face one of the most important challenges of our times, as fundamental and disruptive changes in working life inherently affect our entire societies. New forces are transforming the world of work (see table 1). The transitions involved create urgent challenges. Technological advances – artificial intelligence, automation and robotics – will create new jobs, but those who lose their jobs in this transition may be the least equipped to seize the new job opportunities.<sup>1</sup> The skills of today will not match the jobs of tomorrow and newly acquired skills may quickly become obsolete. Left to its current course, the digital economy is likely to widen both regional and gender divides. And the crowd-working websites and app-mediated work that make up the platform economy could recreate nineteenth-century working practices and future generations of “digital day labourers”.<sup>2</sup> Transitioning to a future of work which respects the planet and seeks to arrest climate change will disrupt labour markets even further. The expanding population of young people in some regions is set to exacerbate youth unemployment and migratory pressures. Ageing populations in others will place additional strain on social security and care systems. In our efforts to create decent work,<sup>3</sup> the task just got harder.

These new challenges come on the back of existing ones which they threaten to exacerbate (see infographic on p. 20). Unemployment remains unacceptably high and billions of workers are in informal employment.<sup>4</sup> A staggering 300 million workers live in extreme poverty.<sup>5</sup> Millions of men, women and children are victims of modern slavery.<sup>6</sup> Too many still work excessively long hours and millions still die of work-related accidents every year.<sup>7</sup> And stress at the workplace has exacerbated mental health risks.<sup>8</sup> Wage growth has not kept pace with productivity growth<sup>9</sup> and the share of national income going to workers has declined. The gap between the wealthy and everyone

Table 1. Estimations of future labour market transformations

|                                                | SOURCE                          | ESTIMATES                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|------------------------------------------------|---------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Technology</b>                              | Frey and Osborne, 2015          | 47 per cent of workers in the United States are at risk of having jobs replaced by automation.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|                                                | Chang and Phu, 2016             | ASEAN-5: 56 per cent of jobs are at risk of automation over the next 20 years.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|                                                | McKinsey Global Institute, 2017 | While less than 5 per cent of all occupations can be automated entirely using demonstrated technologies, about 60 per cent of all occupations have at least 30 per cent of constituent activities that can be automated.                                                                                                                                                                                                                                                                                                                                                              |
|                                                | OECD, 2016                      | An average 9 per cent of jobs in the OECD are at high risk of automation. A substantial share of jobs (between 50 and 70 per cent) will not be substituted entirely but a large share of tasks will be automated, transforming how these jobs are carried out.                                                                                                                                                                                                                                                                                                                        |
|                                                | World Bank, 2016                | Two-thirds of jobs in the developing world are susceptible to automation.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|                                                | WEF, 2018                       | Nearly 50 per cent of companies expect that automation will lead to some reduction in their full-time workforce by 2022.                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| <b>Transition to a sustainable environment</b> | ILO, 2018c                      | Implementing the Paris Climate Agenda is estimated to lead to global job losses of around 6 million and job gains of 24 million.                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| <b>Demographic change</b>                      | UNDESA, 2017                    | By 2050, the total dependency ratio (ratio of population aged 0–14 and 65+ per 100 population 15–64) is projected to increase sharply in Europe (by 24.8 percentage points) and Northern America (by 14.4 percentage points) and moderately in Asia (by 8.5 percentage points), Oceania (by 6.8 percentage points) and Latin America and the Caribbean (by 7.6 percentage points). The total dependency ratio for Africa is projected to decrease by 18.7 percentage points and half of the region's population will be young (0–24). All other regions will have an aged population. |



**344**

MILLION JOBS

#### Employment

344 million jobs need to be created by 2030, in addition to the 190 million jobs needed to address unemployment today.

ILO Economic Trends Model (May 2018)



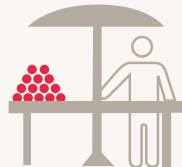
**190**

MILLION PEOPLE

#### Unemployment

190 million people are unemployed, of whom 64.8 million are youth.

ILO, 2018b



**2**

BILLION PEOPLE

#### Informal employment

2 billion people make their living in the informal economy.

ILO, 2018a



**300**

MILLION PEOPLE

#### Working poverty

300 million workers live in extreme poverty (<\$1.90/day).

ILO, 2018b



**2.78**

MILLION PEOPLE

#### Fatal work-related injuries and illnesses

2.78 million people die every year as a result of occupational accidents or work-related illnesses.

ILO, 2018b



**36.1%**

#### Working time

36.1 % of global work-force works excessive hours (more than 48 hours per week).

Messenger, 2018



**1.8%**

#### Wages

Wage growth declined from 2.4% to 1.8% between 2016 and 2017.

ILO, 2018d



**20%**

#### Gender pay gap

Women are paid around 20% less than men.

ILO, 2018d



**1%**

#### Inequality

Between 1980 and 2016, the richest 1% of the world's population received 27% of global income growth whereas the poorest 50% received only 12%.

Alvaredo et al., 2018



**53.6%**

#### Digital divide

Only 53.6% of all households have internet access. In emerging countries, the share is only 15%.

ITU, 2017

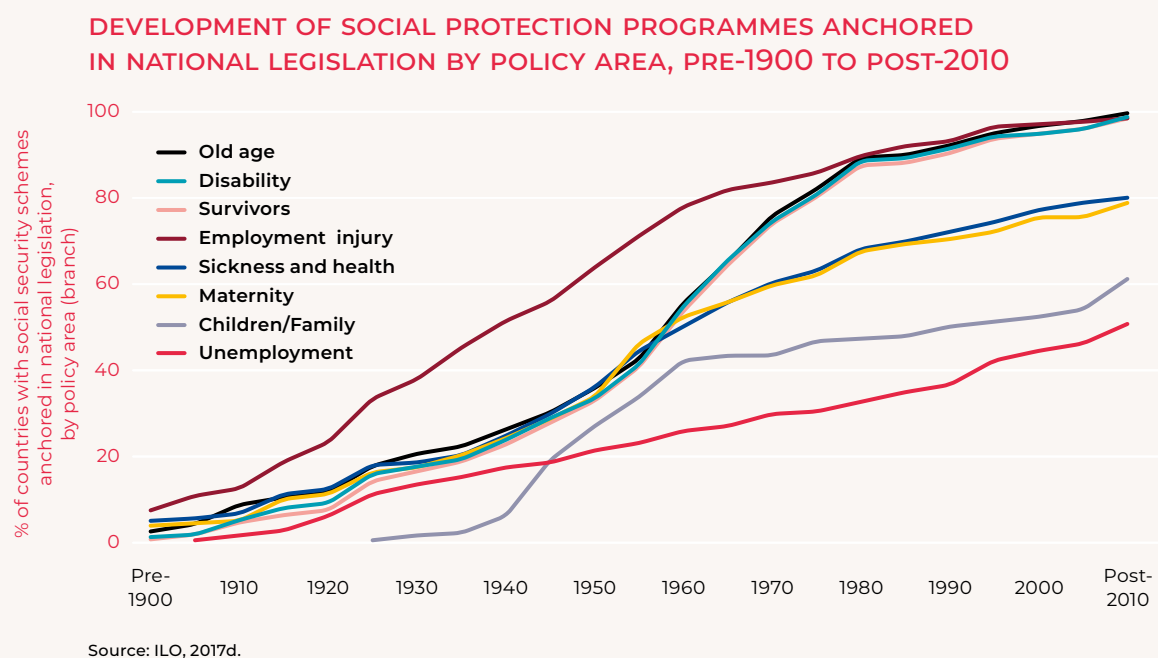
else is widening. Women still earn around 20 per cent less than men.<sup>10</sup> Even as growth has lessened inequality between countries, many of our societies are becoming more unequal.<sup>11</sup> Millions of workers remain disenfranchised, deprived of fundamental rights and unable to make their voices heard.

These combined challenges have wider ramifications for social justice and peace. They also threaten to undermine the norms of shared prosperity that have held societies together, eroding trust in democratic institutions. Rising insecurity and uncertainty fuel isolationism and populism. We are concerned by the retreat from open societies and open economies.

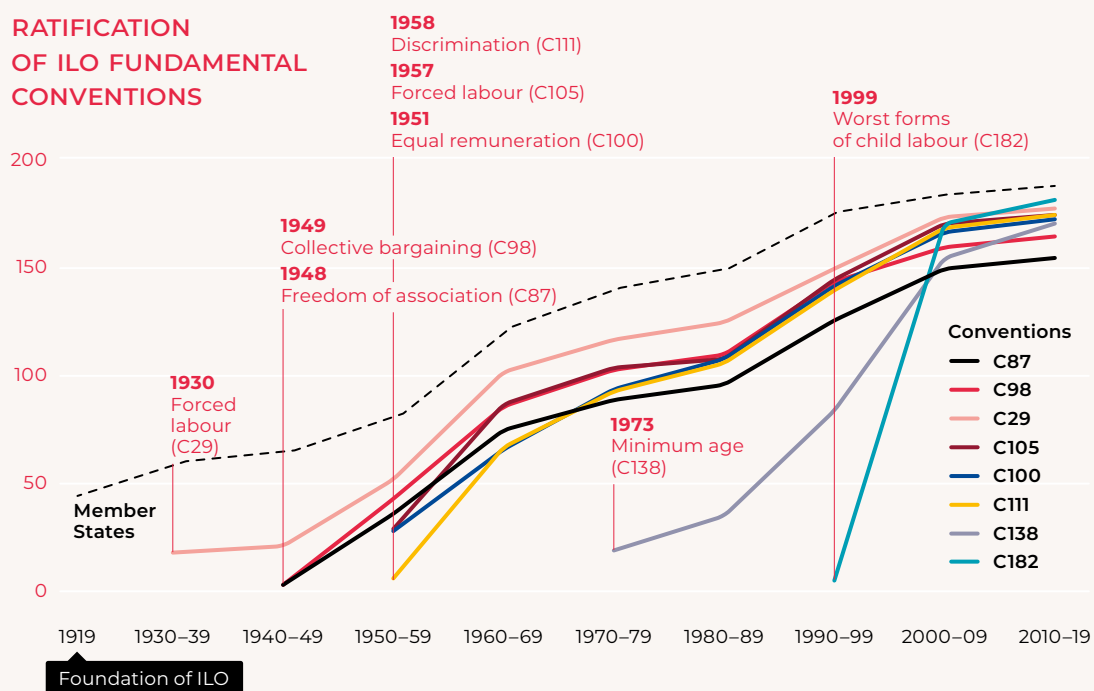
Yet remarkable opportunities also summon us. Advances in technology are not only expanding choices about where and when to work, but are also creating new and better jobs. Lowering our carbon footprint offers tremendous opportunities to meet growth, development and employment needs and improve rural livelihoods. Ensuring that women can thrive in the workforce will unleash new potential and boost economic growth. With access to education, training and technologies, rural communities can transform themselves. If older people can remain active and engaged, they will enrich society and the economy through their skills and experience. Empowering young people to reach their full potential and access emerging opportunities will make them today's agents of change.

We need to seize the moment, provide credible responses to people's concerns and unlock the countless opportunities that these changes bring. In this lie the seeds of transformation, the dynamism and possibility to craft an agenda for action that will improve the lives of people around the globe. But without decisive action we will be sleepwalking into a world that widens inequality, increases uncertainty and reinforces exclusion, with destructive political, social and economic repercussions.

This is not the first time that fundamental disruption in the world of work has required a collective global response. In 1919, in the wake of a devastating world war, governments, employers and workers came together, based on a shared commitment to social justice, to found the International Labour Organization (ILO) because "conditions of labour exist involving such injustice, hardship and privation to large numbers of people as to produce unrest so great that the peace and harmony of the world are imperilled; and an improvement of those conditions is urgently required".<sup>12</sup> Today as then, lasting peace and stability depend on social justice.



## RATIFICATION OF ILO FUNDAMENTAL CONVENTIONS



The ILO's founders charged the organization with drawing up international labour standards and policies for the attainment of humane working conditions. The most fundamental principle guiding those standards was that labour is not a commodity and that people have the right to pursue their material well-being and spiritual development in conditions of freedom and dignity, economic security and equal opportunity. This is still true today. We are convinced that adhering to these principles will greatly benefit societies as they transition through changes in the world of work.

The Constitution of the ILO remains the most ambitious global social contract in history.<sup>13</sup> Within this framework, a wide variety of arrangements now exist across countries and regions at all levels of development, defining the relationship between government and citizens, workers and businesses and different groups of the population. Tailored to specific conditions, these social contracts reflect a common understanding that in return for their contribution to growth and prosperity, workers are guaranteed a just share of that progress, with respect for their rights and protection from some of the jagged edges of the market economy.

The strength of viable social contracts lies in the ongoing process of social dialogue that occurs among the main actors in the world of work.<sup>14</sup> When it functions as it should, social dialogue promotes participation, fairness and legitimacy. It produces equitable and enduring solutions to the most vexing problems in the world of work, which are widely accepted by those who had a part in framing them.

Implementing those contracts has generated unprecedented progress in the world of work. The incidence of child labour has fallen dramatically,<sup>15</sup> rising incomes have lifted millions out of working poverty,<sup>16</sup> women have entered the labour market in greater numbers and annual working hours have been progressively reduced.<sup>17</sup> While few countries had social protection systems a century ago, today most countries have at least basic systems in place.<sup>18</sup> The recognition and respect of rights have given workers a say in their daily working lives. And employers' and workers' organizations have increasingly had a seat at the policy table by engaging in social dialogue. Importantly, social justice, full employment and decent work now figure expressly in the UN 2030 Agenda for Sustainable Development.

Yet the powerful forces shaping the future of work demand action that is no less transformative than action taken at the ILO's founding. Governments and employers' and workers' organizations need to reinvigorate the social contract to meet the challenges we will face in the future.

At this pivotal moment, it is important to recognize that implementation of the global social contract has occurred unevenly in some countries and imperfectly in others. Moreover, the formal institutions underpinning these social contracts do not reach the majority of the world's workers, many of whom work in the rural and informal economy. This has led to their exclusion from social dialogue. Decisions affecting their lives have been made without their participation. One consequence has been the growth of damaging and unacceptable inequality across societies and also across generations,<sup>19</sup> a situation in which everybody loses. The absence or failure of the social contract is to the detriment of all.

We call for a new approach that puts people and the work they do at the centre of economic and social policy and business practice: **a human-centred agenda for the future of work**. This agenda focuses on three pillars of action. First, it means investing in people's capabilities, enabling them to acquire skills, reskill and upskill and supporting them through the various transitions they will face over their life course. Second, investing in the institutions of work to ensure a future of work with freedom, dignity, economic security and equality. Third, investing in decent and sustainable work and shaping rules and incentives so as to align economic and social policy and business practice with this agenda. By harnessing transformative technologies, demographic opportunities and the green economy, these investments can be powerful drivers of equity and sustainability for the present and future generations.

This agenda marks a change in direction. It reorients the economy towards a human-centred growth and development path. It provides the opportunity to create decent work, to facilitate the formalization of those in informal employment and to end working poverty.<sup>20</sup> It underpins the raising of household incomes and purchasing power needed to fuel growth. At a time of rising concern over insufficient productivity growth and the uneven diffusion of technological innovations, it offers the means to boost labour productivity. It creates incentives that help shift business and financial markets towards a more sustainable and equitable form of value creation. It also restores investment in the real economy to produce the goods, infrastructure and services that both create jobs and improve living standards. And it encourages innovation and economic diversification.

We call on all actors in the world of work to engage in shaping national and international policies that help everyone achieve what they want and need from work.

# DELIVERING THE SOCIAL CONTRACT: A HUMAN-CENTRED AGENDA



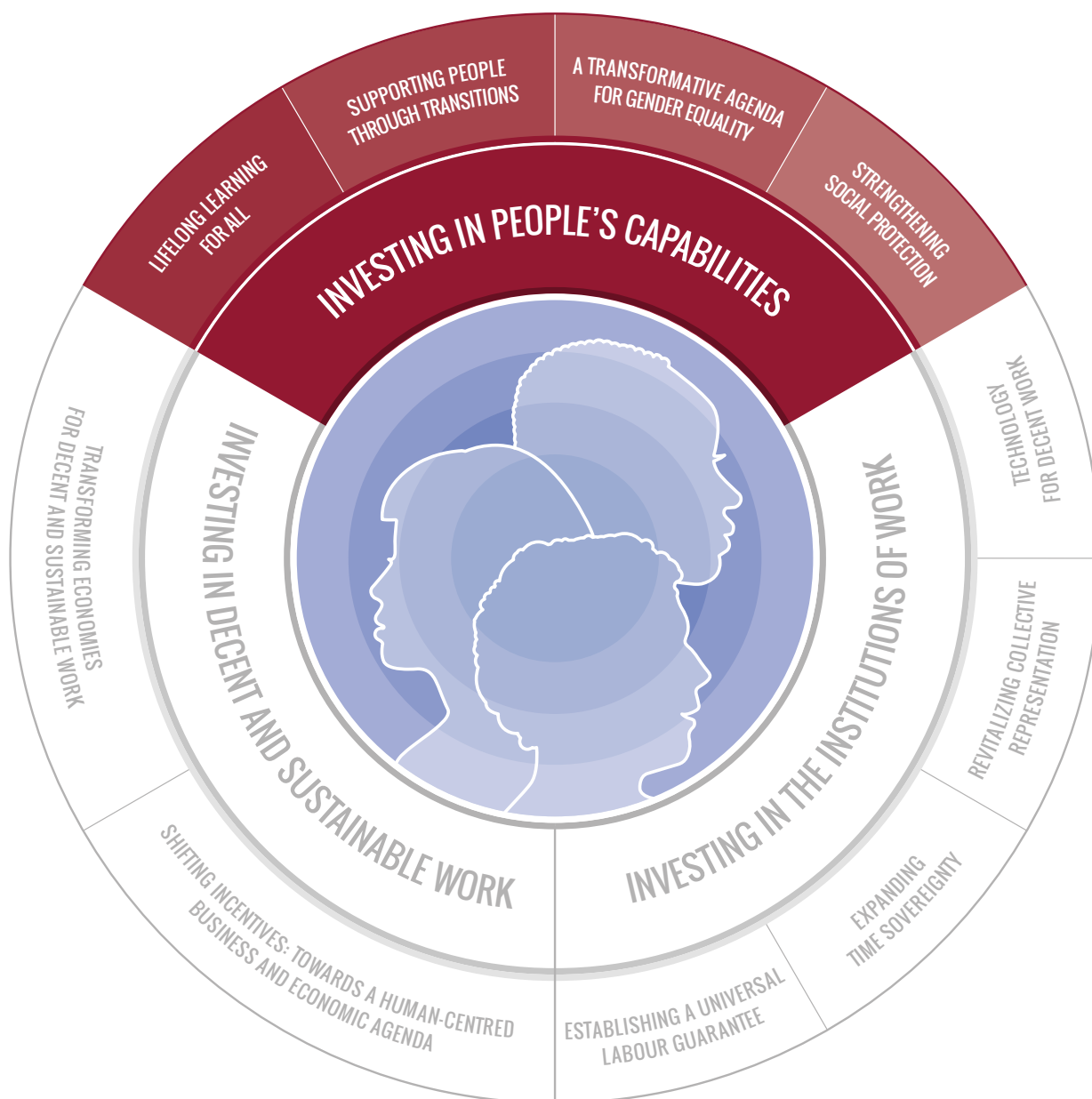
## 2. DELIVERING THE SOCIAL CONTRACT: A HUMAN-CENTRED AGENDA

Our human-centred agenda is forward-looking and focuses on developing the human capabilities needed to thrive in a carbon-neutral, digital age. It is not about adjusting people to fit into this new landscape. It is a bolder vision that seeks to steer the transformations under way toward a future of work that affords dignity, security and equal opportunity, expanding human freedoms. It supports people through transitions, seeks to take advantage of demographic opportunities and contributes to a lifelong active society.<sup>21</sup> It addresses prospects for delivering the social contract for future generations.

Our agenda also focuses on developing the institutional capabilities that provide the foundations for just societies. This means renewing the democratic underpinnings of our labour markets and strengthening social dialogue, giving everybody a voice in shaping the changes under way and the quality of their working lives. It means guaranteeing fundamental rights at work, ensuring that all workers are afforded adequate labour protection, and actively managing technology to ensure decent work.

It also seeks to harness the transformative potential of the changes under way to create decent work in the new economies – the green economy, the digital economy, the care economy – while ensuring that all work is decent and sustainable. And since the future of work will depend on decisions about how we organize the economy, how we run our businesses, how we value different types of work and how that work contributes to our communities, it reassesses the rules, incentives and measures that steer those decisions.

## 2.1 Increasing investment in people's capabilities



Investing in people's capabilities will provide them with the opportunity to realize their full potential and to achieve the lives that they have reason to value.<sup>22</sup> It is the cornerstone of a reinvigorated social contract and goes far beyond investing in human capital, to the broader dimensions of human development, including the rights and entitlements that widen people's choices and improve their well-being.

This has four core elements: a universal entitlement to lifelong learning, support to people through transitions, a transformative agenda for gender equality and stronger social protection. These are not policy afterthoughts or social benefits only possible once a country reaches a certain level of development. Rather, all countries need to make investment in people's capabilities a central priority of economic policy, so that work can fully contribute to human development.

#### LIFELONG LEARNING FOR ALL

*We call for formal recognition of a universal entitlement to lifelong learning and the establishment of an effective lifelong learning system.*

From shifts in the organization of work to the new technologies making their way into farms, factories and offices, change is a constant feature of the world of work. Leveraging the transformations under way to open doors and create opportunities for human development requires that workers have an entitlement to lifelong learning.<sup>23</sup> This will be key for people to be able to benefit from new technologies and the new work tasks that will follow.

Lifelong learning encompasses formal and informal learning from early childhood and basic education through to adult learning, combining foundational skills, social and cognitive skills (such as learning to learn) and the skills needed for specific jobs, occupations or sectors. Lifelong learning involves more than the skills needed to work; it is also about developing the capabilities needed to participate in democratic society. It offers a pathway to inclusion in labour markets for youth and the unemployed. It also has transformative potential: investment in learning at an early age facilitates learning at later stages in life and is in turn linked to intergenerational social mobility, expanding the choices of future generations.<sup>24</sup>

Establishing an effective lifelong learning ecosystem is a joint responsibility, requiring the active engagement and support of governments, employers and workers, as well as educational institutions. For lifelong

learning to be an entitlement, governments must broaden and reconfigure institutions such as skills development policies, employment services and training systems to provide workers with the time and financial support they need to learn. Workers are more likely to engage in adult learning where they are assured of continuity of income and labour market security. Employers' and workers' organizations also have a leading role to play in this ecosystem, including through anticipation of future skill requirements as well as participation in their delivery.

Governments must devise appropriate financing mechanisms tailored to their country and sectoral contexts. Given the continued importance of training at the workplace, employers need to contribute to its financing. In cases where employers run their own training programmes, they can work together with workers' organizations to design relevant frameworks and steer funds to these programmes. We see a need to explore viable options to incentivize businesses to increase their investment in training, including looking at how accounting standards treat training costs.

We propose establishing a system of entitlements to training through a reconfigured "employment insurance" system or "social funds" that would allow workers to take paid time off to engage in training. Workers could be entitled to a number of hours of training rights, regardless of the type of work they do. Such a system has the advantage of supporting workers with the greatest need for continuing education, particularly the self-employed or workers in small and medium-sized enterprises who are less likely to benefit from employer-sponsored training.

In countries where most workers work informally, we recommend establishing national or sectoral education and training funds. Managed by tripartite boards, these institutions would provide workers access to education and training, with a special focus on vocational skills.

Digital technologies open up new possibilities for broad participation in training, as well as the possibility to overcome time and resource constraints through flexible and shorter learning pathways. Their quality needs to be assured. This must be in the context of access to universal quality education, delivered by well-trained and well-paid teachers, whose skills, expertise and mentorship cannot be replaced by technology. We recommend that governments create quality assurance mechanisms for lifelong learning and, together with employers' and workers' organizations, monitor the effectiveness of the lifelong learning system. If learning is to become truly lifelong, skills must be portable. This requires establishing a common skills recognition framework, at both the national and international level.

*We call for formal recognition of a universal entitlement to lifelong learning and the establishment of an effective lifelong learning system.*

A strong lifelong learning system, combined with universal social protection, enables workers to assume their responsibility to engage proactively in their own learning. This involves anticipating the skills they will need to remain employed, identifying how to acquire them and engaging in the necessary training, knowing that they can invest the time and take the risk.

### **SUPPORTING PEOPLE THROUGH TRANSITIONS**

***We call for more investment in the institutions, policies and strategies that will support people through future of work transitions.***

Working lives have always involved transitions: school to work, becoming parents, changing jobs, moving into retirement.<sup>25</sup> The challenge of these transitions is compounded by the global transformations under way – technology, demographic shifts and the transition to a low-carbon economy. Supporting people through these transitions will expand their choices and provide the security to cope with change. It will empower people to shape their working lives and societies to harness the demographic advantages in some regions and create lifelong active societies in others.

The transition from school to work is a pivotal moment for young people, but one in which many of them are left behind. Failure to navigate this transition successfully leaves long-lasting scars on their lives.<sup>26</sup> This challenge will be compounded in the future by the rapidly growing youth population in some regions, where youth unemployment is increasing alongside education levels.<sup>27</sup> The failure to tap into this enormous potential will create long-term developmental and societal consequences. Young people need strong support through this transition so that they integrate into labour markets and become active members of our societies.

We recommend that governments increase opportunities for decent work for youth through employment programmes and support for young entrepreneurs. The private sector has a particular role to play in offering young people quality apprenticeships and their first opportunity to work. Young people's work must be rewarded in line with the principle of equal pay for work of equal value. Special attention needs to be given to promoting access and participation in lifelong learning for young people not in employment, education or training to ensure their social inclusion. Interaction and cooperation between countries with ageing populations and those with young populations will generate labour market benefits for both.

Older workers are an asset to our economies and societies, ever more so as working lives are extended.<sup>28</sup> We therefore recommend increased support to older workers that expands choice and enables a lifelong active society.<sup>29</sup> Those who want to remain economically active should be able to access assistance to do so, for example through flexible working arrangements that include reduced working hours and telework.<sup>30</sup> Governments could increase opportunities for partial retirement, or raise the retirement age on an optional basis, while protecting older people from having to work beyond their limits. Technology provides new and innovative means of adapting jobs and workplaces to facilitate the continued employment of ageing workers and those who have or develop disabilities over the course of their working life. In many countries, older people, whether in subsistence agriculture or low-wage retail, cannot afford to stop working. Ensuring at least a basic pension for everyone would allow workers above retirement age to reduce their working time or stop working if they desire and mitigate old-age poverty.

To support people through increasing labour market transitions, governments need to increase investment in public employment services (PES), combining digital services with personal counselling and placement services and improving labour market information to support decision-making. By making active labour market policies proactive, workers can be better prepared for these transitions. New mechanisms need to be found to reconfigure unemployment insurance, training and leave entitlements as “employment insurance”, improving employability (e.g. training for employment, self-employment or entrepreneurship) and empowering workers to pivot in the face of job loss. Collaboration between PES and other partner organizations, including those in the private sector, needs to be reinforced.

These are collective challenges; they demand collective responses. Social dialogue and collective bargaining play a key role in building resilience and adaptation. Transition agreements between employers’ and workers’ organizations at the sectoral level can provide for early intervention, counselling and financial support.

*We call for more investment in the institutions, policies and strategies that will support people through future of work transitions.*

## A TRANSFORMATIVE AGENDA FOR GENDER EQUALITY

***We call for a transformative and measurable agenda for gender equality for the future of work.***

The economic and social imperative of gender equality can no longer be questioned. Yet the frustratingly slow pace of change over the last several decades, despite legal and institutional measures to prohibit discrimination and promote equal treatment and opportunity, highlights the structural barriers that still need to be overcome. Women continue to have to adjust to a world of work shaped by men for men. While many doors have opened to improve women's participation in the labour market, women still perform three-quarters of all unpaid care work.<sup>31</sup> While women in many countries are often encouraged to enter male-dominated fields, men are rarely encouraged to enter traditionally female occupations. The work that women do is often viewed as “secondary” to the work of men, despite the number of female-headed households across the world. Moreover, the struggle for gender equality remains in large part a “women's issue”. Simply persisting with the approaches of the past decades will not work. Societies need to focus on key game-changers.<sup>32</sup>

Gender equality begins in the home. We recommend the adoption of policies that promote the sharing of care and domestic responsibilities between men and women. This includes the establishment and expansion of leave benefits which encourage both parents to share care responsibilities equally. It will require greater investment in public care services (see section 2.3) to ensure a balanced division of care work, not only between men and women but also between the State and the family. In many countries, investments in other public services can lessen the time dedicated to unpaid work such as fetching water.

We recommend efforts to ensure accountability for progress on gender equality. What we measure matters. Taking into account unpaid care work can transform thinking about its value and provide a more accurate picture of national and global well-being. Pay transparency policies, including mandated reporting requirements and measures that protect the right of workers to share information, can illuminate the extent of gender-based pay differences and facilitate redress.<sup>33</sup> A range of affirmative action tools – from quotas and targets to equality plans – must be developed, measured and constantly updated to ensure they remain relevant in the fight against gender inequalities.

It is critical that women's voice, representation and leadership are strengthened. Whether in the formal or informal economy, in government, workers' organizations, employers' organizations or

cooperative ventures, women must be active participants in decision-making. We recommend that governments, employers, workers' organizations and employers' organizations actively pursue and support greater representation by women.

Technology can play a powerful role in achieving gender equality. Mobile phones can facilitate knowledge of, and access to, employment opportunities. Access to finance and credit through mobile banking can provide a tremendous boost to women's entrepreneurship in the rural economy. At the same time, emerging evidence reveals that new business models in the digital economy are perpetuating gender gaps.<sup>34</sup> Algorithms used in job matching have been shown to perpetuate gender bias.<sup>35</sup> We recommend the adoption of specific measures to ensure equal opportunity and equal treatment of women in the technology-enabled jobs of the future.

Eliminating violence and harassment in the world of work is a precondition for gender equality. The ILO is engaged in setting an international standard on violence and harassment; its success in this ground-breaking initiative is crucial.

### STRENGTHENING SOCIAL PROTECTION

*We call for guaranteed universal social protection from birth to old age.*

Social protection is a human right and essential to enable workers and their families to navigate future transitions. In the face of the transformations under way that will generate disruption and dislocation, social protection provides workers with freedom from fear and insecurity and helps them to participate in labour markets. Social protection is a productive factor helping people and economies to prosper. Yet more than half of the global population remains completely unprotected, a sizeable share is only partially covered and shifts in the organization of work have created new gaps that need to be filled.<sup>36</sup>

The future of work requires a strong and responsive social protection system based on the principles of solidarity and risk sharing, which provide support to meet people's needs over the life cycle.<sup>37</sup> Governments need to guarantee universal social protection from birth to old age. This should include a social protection floor<sup>38</sup> that affords a basic level of protection to all in need, complemented by contributory social insurance schemes that provide increased levels of protection. Individual savings can only be a voluntary option to top up stable, equitable and adequate mandatory social insurance benefits.<sup>39</sup>

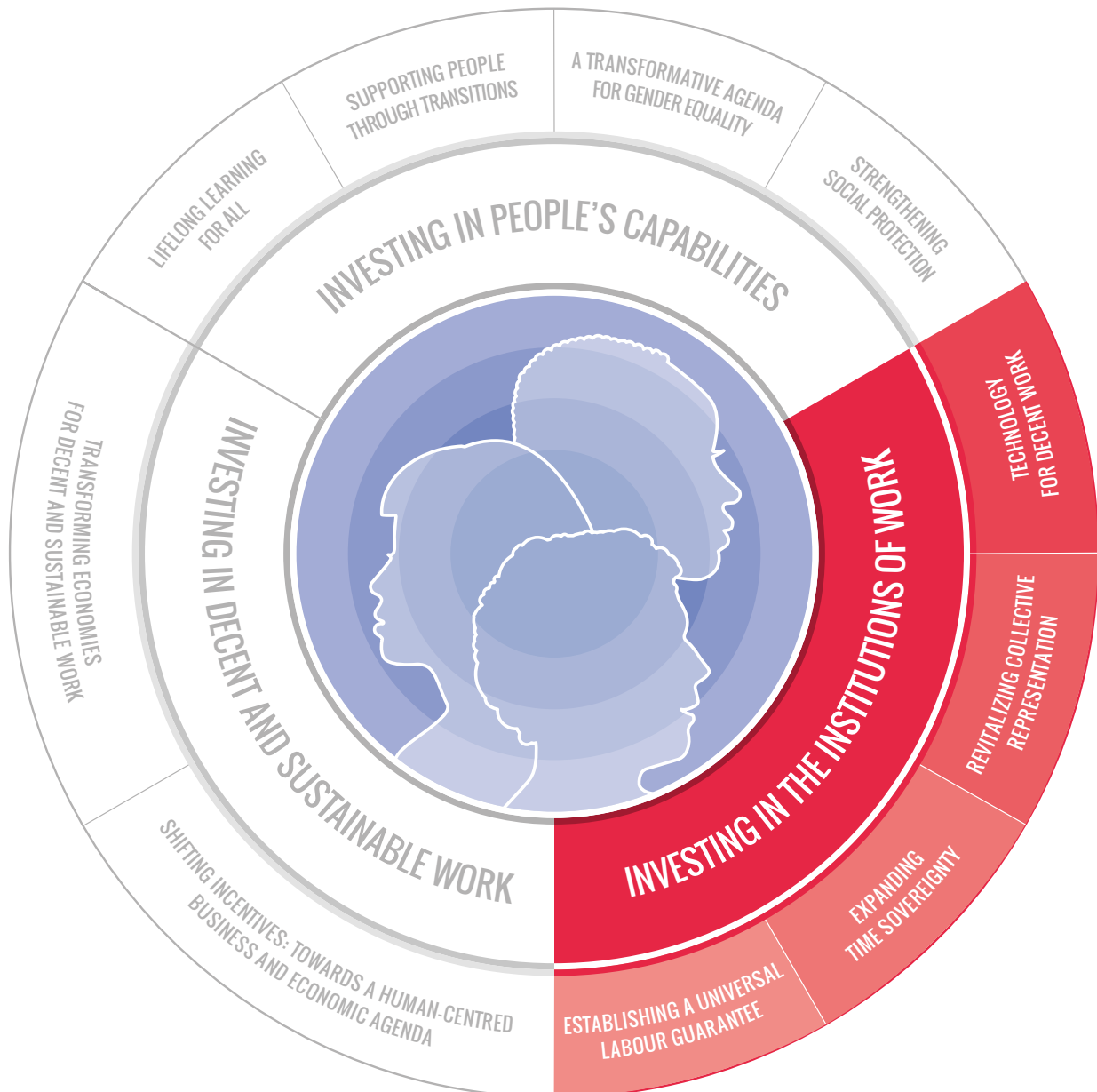
*We call for a transformative and measurable agenda for gender equality for the future of work.*

*We call for guaranteed universal social protection from birth to old age.*

To ensure effective protection for all, societies need to fill the gaps and adapt systems to the evolving world of work by extending adequate social protection coverage to workers in all forms of work, including self-employment. This is not simply aspirational: countries at different levels of development have established social protection systems, adapted to national and regional contexts, extending coverage to vulnerable workers in the informal economy. As the organization of work continues to change, social protection systems will need to evolve to deliver continued protection for workers who move between wage employment and self-employment, between different enterprises and sectors of the economy or between countries, ensuring that rights and benefits are accessible and portable, including for those working on digital platforms.

The sustainability of social protection systems is an increasingly pressing concern given demographic trends, changes in the way of organizing work, declining returns on pension investments and a reduced revenue base. Support for a lifelong active society is one way to alleviate pressure on social protection systems. Even at times when public budgets are stretched, governments have options to expand fiscal space. These include reallocating public expenditure, increasing tax revenues (see section 2.3) and expanding social insurance coverage and contributory revenues. A robust and sustainable social protection system also relies on contributions from employers (social insurance). The international community can also support countries in developing their social protection systems.

## 2.2 Increasing investment in the institutions of work



**L**abour is not a commodity to be traded in markets for the lowest price; workers are human beings with rights, needs and aspirations. Institutions of work ensure that labour is afforded freedom and dignity, economic security and equal opportunity. These institutions are designed to address the inherent asymmetry between capital and labour and ensure balanced and fair labour relations. They are the building blocks of just societies and include laws, regulations, employment contracts, employers' and workers' organizations, collective agreements and labour administration and inspection systems. When well-designed and operational, they also help labour markets and economies perform better. The development of these institutional capabilities is necessary to give full effect to people's capabilities. The delivery of the social contract depends on them.

The transformations under way in the world of work demand the strengthening and revitalization of the institutions governing work, including through the establishment of a universal labour guarantee, expanding time sovereignty, revitalizing collective representation and harnessing technology for decent work. These steps are necessary to shape a future of work with social justice, build pathways to formalization, reduce inequality and working poverty, enhance security and protect the dignity of labour.

#### **ESTABLISHING A UNIVERSAL LABOUR GUARANTEE**

***We call for a Universal Labour Guarantee including fundamental workers' rights, an "adequate living wage", limits on hours of work and ensuring safe and healthy workplaces.***

As the organization of work changes, new ways must be found to afford adequate protection to all workers, whether they are in full-time employment, executing microtasks online, engaged in home-based production for global supply chains or working on a temporary contract. The employment relationship remains the centrepiece of labour protection. There is a need to review and where necessary clarify responsibilities and adapt the scope of laws and regulations to ensure effective protection for workers in an employment relationship. At the same time, all workers, regardless of their contractual arrangement or employment status, must equally enjoy adequate labour protection to ensure humane working conditions for everyone.

The founders of the ILO identified these humane working conditions as:

the regulation of the hours of work, including the establishment of a maximum working day and week, ... the provision of an adequate living wage, the protection of the worker against sickness, disease and injury arising out of his employment, the protection of children, young persons and women, provision for old age and injury, protection of the interests of workers when employed in countries other than their own, recognition of the principle of equal remuneration for work of equal value, recognition of the principle of freedom of association ...<sup>40</sup>

Ensuring that all workers are afforded these protections creates a level playing field.

We recommend the establishment of a Universal Labour Guarantee that includes:

- (a) fundamental workers' rights: freedom of association and the effective recognition of the right to collective bargaining and freedom from forced labour, child labour and discrimination; and
- (b) a set of basic working conditions: (i) "adequate living wage";<sup>41</sup> (ii) limits on hours of work;<sup>42</sup> and (iii) safe and healthy workplaces.<sup>43</sup>

The international community has long recognized health as a human right.<sup>44</sup> But in a world where almost 3 million workers continue to die every year as a result of occupational accidents and work-related diseases,<sup>45</sup> it is time for safety and health at work to be recognized as a fundamental principle and right at work.

The different elements of the Universal Labour Guarantee are interconnected and mutually reinforcing. Limits on excessive working hours will reduce occupational accidents and associated psychosocial risks. An "adequate living wage" will help fight child and forced labour that stem from working poverty and low wages.

The Universal Labour Guarantee provides a protection floor which can be raised through collective agreements or laws and regulations. It offers a starting point from which to build inclusive labour market institutions. For many workers, expanding the scope of labour protection provides a pathway to make the transition from informal to formal employment by ensuring they enjoy basic workers' rights and income security.<sup>46</sup> Together with the social protection floor (see section 2.1), it affords a guarantee for well-being at work and propels stronger action to combat poverty. It reinforces the employment relationship<sup>47</sup> while broadening the scope of labour protection beyond it. These are key aspects of a more productive workforce, benefiting individual companies and contributing to sustainable economic growth.

***We call for a Universal Labour Guarantee including fundamental workers' rights, an "adequate living wage", limits on hours of work and ensuring safe and healthy workplaces.***

## EXPANDING TIME SOVEREIGNTY

***We call for measures that create working time autonomy that meets the needs of both workers and enterprises.***

Historically, efforts have been made to limit and reduce maximum hours of work, accompanied by increases in productivity.<sup>48</sup> This remains an important policy objective. Transformative technologies and changes in the organization of work pose new challenges to the effective application of these limits. Information and communication technologies that allow work to take place anywhere, at any time, blur the line between working time and private time and can contribute to an extension of working hours. In a digital age, governments and employers' and workers' organizations will need to find new ways to effectively apply nationally defined maximum limits on hours of work, for example by establishing a right to digitally disconnect.

Too many workers continue to work excessive hours, which leaves them time poor.<sup>49</sup> Large numbers of women throughout the world struggle to balance work and care responsibilities. Many workers have to work long hours because their household is poor or would risk falling into poverty were their hours reduced. At the other end of the spectrum are workers who do not have sufficient work. Nearly one out of every five workers in the world with short hours report that they would like to work more.<sup>50</sup> For many of them, working hours can be highly variable and unpredictable, without a guaranteed number of paid working hours or income per week and with little or no say about the timing of their work.

Workers need greater time sovereignty. The capacity to exercise greater choice and control over their working hours will improve their health and well-being, as well as individual and firm performance.<sup>51</sup> Governments, employers and workers need to invest effort in crafting working time arrangements that give workers choice over scheduling, subject to the company's needs for greater flexibility. Social dialogue serves as an important tool for shaping innovative working time arrangements tailored to both workers' and employers' needs. This would allow workers, both men and women, to schedule their hours in accordance with their domestic responsibilities.

To address time poverty, governments, employers and workers will also need to support improvements in productivity, particularly in the developing world, so that workers can sustain or increase their incomes, while reducing their hours of work to bring these in line with maximum limits.

Urgent action is needed to ensure dignity to people who work “on call” so that they have real choice for flexibility and control over their schedules. We recommend the adoption of appropriate regulatory measures that provide workers with a guaranteed and predictable minimum number of hours. Other measures should be introduced to compensate for variable hours through premium pay for work that is not guaranteed and waiting time pay for periods when hourly workers are “on call”.

### REVITALIZING COLLECTIVE REPRESENTATION

*We call for public policies that promote collective representation and social dialogue.*

Governments and employers' and workers' organizations are parties to the social contract, responsible for its design and delivery through social dialogue. Collective representation of workers and employers through social dialogue is a public good that lies at the heart of democracy. It should be encouraged and promoted through public policies. By broadening and localizing decision-making, collective representation improves the quality and legitimacy of decisions and strengthens commitment to their implementation. This in turn strengthens the adaptability, agility and resilience of companies, labour markets and economies. Collective representation and social dialogue provide the institutional capabilities needed to navigate future of work transitions.

The concentration of economic power and the decline in the strength of workers' organizations and collective bargaining have contributed to rising inequality within countries.<sup>52</sup> Changes in legal frameworks, together with changes in the organization of work and the persistence of informal employment, make it harder for workers to organize and represent their collective interests. Micro- and small enterprises in the informal economy may struggle to have their interests adequately represented by employers' organizations. Large corporations able to influence public policy directly may find little value in the collective representation of business interests. Just as the representative legitimacy of the social partners is being called into question, so too is their role in the governance of work and labour.

Strong employers' organizations provide a countervailing power preventing the determination of economic policy by a few dominant market actors and can guard against corruption. Employers' organizations need to adapt their services to changing needs and to reinforce their capacity to service an increasingly diverse set of business interests.<sup>53</sup>

*We call for measures that create working time autonomy that meets the needs of both workers and enterprises.*

*We call for public policies that promote collective representation and social dialogue.*

They need to use their convening power to bring diverse interests to the table, including large multinational companies that they may not count as their members. There is no substitute for the convening power of national and sectoral employers' and business organizations.

Workers' organizations need to adopt innovative organizing techniques – including the use of digital technology to organize labour. Workers across diverse workplaces and countries can be organized through digital means and engage in new forms of connected action.<sup>54</sup> Digital technology provides workers' organizations with the potential to connect with workers outside traditional workplaces and offer new services, such as the mining of data to design effective strategies and the sharing of information about crowdworking platforms or portable benefits. While much can be gained from forging alliances with other collectives in civil society, this is no substitute for organizing workers, whether self-employed women in the informal economy, rural workers or workers on digital labour platforms. Workers in the informal economy have often improved their situation through organizing, working together with cooperatives and community-based organizations.<sup>55</sup> Workers' organizations must adopt inclusive organizing strategies, expanding membership to informal workers.<sup>56</sup> This is both a pathway to formalization and a tool for inclusion.

There are many options available to policy-makers and to the social partners themselves to strengthen the mechanisms of dialogue and partnership which give effect to the social contract. They can be taken up in accordance with the prevailing circumstances and the preferences of those concerned. At company level, works councils, consultation and information arrangements and worker representatives on boards are all proven mechanisms to manage the challenges of change and to allow people to exercise influence over their working lives. Collective bargaining is a fundamental right and a powerful tool for economic success and social equity, not least in times of transformational change. Tripartite social dialogue allows opportunity for the partners to the social contract to consider the broader societal issues that change brings and to guide policy responses. We recommend that countries actively pursue these options. And because the issues involved often overflow national boundaries, we address the same recommendations to regional bodies, multinational companies and international trade union organizations.<sup>57</sup>

Low productivity, stagnant wage growth and rising inequality demand an investment in wage-setting institutions where current policies have fallen short. Wage policies need to be revitalized through an appropriate application of statutory minimum and collectively bargained

wages.<sup>58</sup> Inclusive wage-setting institutions that encompass the informal economy can transform development processes and improve livelihoods.<sup>59</sup>

However, this presupposes that the conditions are in place for dialogue and negotiation between independent actors, with the State as the guarantor.<sup>60</sup> We therefore emphasize the need for the universal ratification and application of all the fundamental ILO Conventions. All workers – including the self-employed and those in the informal economy – and enterprises should enjoy freedom of association and the effective recognition of the right to collective bargaining.

### TECHNOLOGY FOR DECENT WORK

***We call for the use of technology in support of decent work and a “human-in-command” approach to technology.***

The discussion about technology in the future of work has tended to centre on the issues of job creation and destruction and the need for reskilling. The human-centred agenda requires equally urgent – and complementary – attention to the broader role of technology in advancing decent work. Technology can free workers from arduous labour; from dirt, drudgery, danger and deprivation. Collaborative robots, or cobots, can reduce work-related stress and potential injuries. But technology-driven processes can also render labour superfluous, ultimately alienating workers and stunting their development. Automation can reduce worker control and autonomy, as well as the richness of work content, resulting in a potential deskilling and decline in worker satisfaction. Realizing the potential of technology in the future of work depends on fundamental choices about work design, including reliance on detailed “job crafting” discussions between workers and management.<sup>61</sup>

We also subscribe to a “human-in-command” approach to artificial intelligence that ensures that the final decisions affecting work are taken by human beings, not algorithms. The exercise of algorithmic management, surveillance and control, through sensors, wearables and other forms of monitoring, needs to be regulated to protect the dignity of workers. Labour is not a commodity; nor is it a robot.

Technology, including artificial intelligence, robotics and sensors, carries with it countless opportunities to improve work: the extraction of knowledge through the use of data mining can assist labour administrations to identify high-risk sectors and improve labour

***We call for the use of technology in support of decent work and a “human-in-command” approach to technology.***

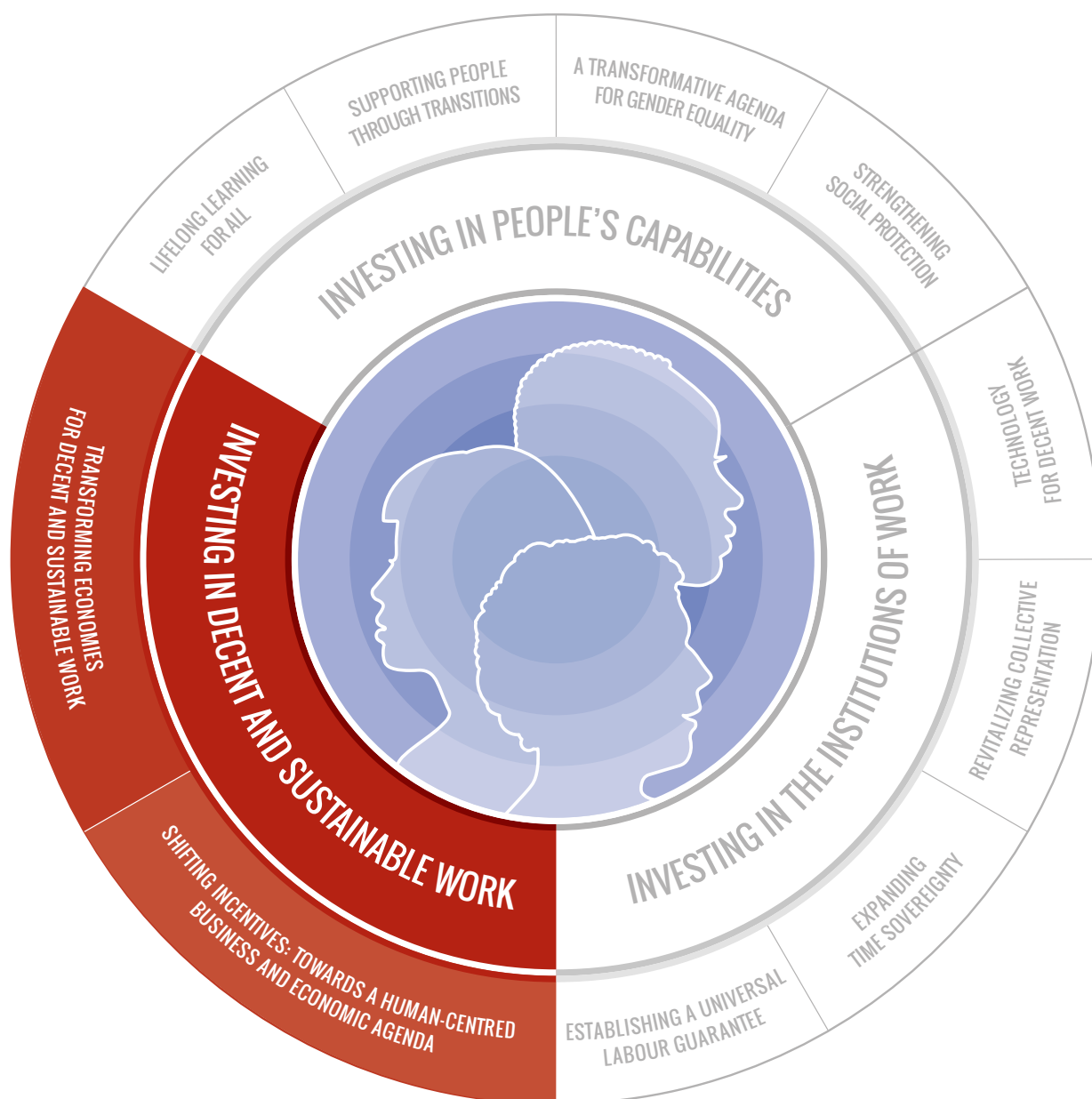
inspection systems; digital technologies such as apps and sensors can make it easier for companies and social partners to monitor working conditions and labour law compliance in supply chains; blockchain technology – which provides transparency and security through encrypted blocks and decentralized databases – could guarantee the payment of minimum wages and facilitate the portability of skills and social protection for migrant workers, or the payment of social security for those working on digital labour platforms. Governments and workers' and employers' organizations need to invest in incubating, testing and disseminating digital technologies in support of decent work.

At the same time, digital technology creates new challenges for the effective application of labour protections. Digital labour platforms<sup>62</sup> provide new sources of income to many workers in different parts of the world, yet the dispersed nature of the work across international jurisdictions makes it difficult to monitor compliance with applicable labour laws. The work is sometimes poorly paid, often below prevailing minimum wages and no official mechanisms are in place to address unfair treatment.<sup>63</sup> As we expect this form of work to expand in the future, we recommend the development of an international governance system for digital labour platforms that sets and requires platforms (and their clients) to respect certain minimum rights and protections. The Maritime Labour Convention, 2006 (MLC, 2006), which is in effect a global labour code for seafarers, is a source of inspiration in addressing the challenges of workers, employers, platforms and clients operating in different jurisdictions.

New technologies generate large amounts of data on workers. This poses risks for workers' privacy. There may be other consequences, depending on how the data are used. Algorithms used for job matching may reproduce historical biases and prejudices, for example. Regulation needs to be developed to govern data use and algorithmic accountability in the world of work. Companies need to ensure that they have policies on transparency and data protection so that workers know what is being tracked. Workers should be informed of any monitoring done at the workplace and limits should be imposed on the collection of data that might prompt discrimination, such as on union membership. Workers should have access to their own data, as well as the right to hand that information to their representative or regulatory authority.

We recommend that governments and employers' and workers' organizations monitor the impact of new technology on work, steer its development in a manner that respects the dignity of workers and consider the adoption of new regulations in this light.

## 2.3 Increasing investment in decent and sustainable work



**T**he major economic transformations under way, involving new technologies, demographic shifts and climate change, will have both disruptive and transformative effects on our economies and on work. The third pillar of our human-centred agenda requires major investments that shape and guide these transformations to create decent work. Governments and employers' and workers' organizations must all participate in this critical decision-making process.

Countries must now prioritize long-term, sustainable investments that favour human development and protect the planet. New rules, business incentives and economic policy targets can better direct investments towards areas of the economy that advance decent jobs, gender equality and sustainable development, at the same time providing a foundation for high value-added activities. The overall goal is to invest in “decent and sustainable work”, a term we use for the human-centred growth and development path to deliver decent work for all.<sup>64</sup>

#### **TRANSFORMING ECONOMIES TO PROMOTE DECENT AND SUSTAINABLE WORK**

***We call for incentives to promote investments in key areas that promote decent and sustainable work.***

In the 2030 Agenda, the international community has embraced the goal of full employment and decent work for all; countries are now striving to reach that goal according to national plans they have developed. In that context, we strongly recommend investment in areas of the economy which are of strategic importance in meeting inescapable global needs and take advantage of compelling opportunities for decent and sustainable work.

The care economy could generate over 475 million jobs around the world by 2030.<sup>65</sup> Investment in care meets a pressing social need to address rapid population ageing in many countries and opens the way for progress toward gender equality.<sup>66</sup> Transforming the care economy depends on public investments in quality care services, decent work policies for care workers, support of unpaid care workers wishing to return to paid employment and the revaluing and formalization of paid care work.<sup>67</sup> New technologies could improve working conditions as well as the reach and delivery of services.

The action needed to mitigate climate change will necessarily have a transformative impact on the world of work. We do not underestimate the scale of disruption to businesses and workers that this transformation

will cause.<sup>68</sup> But carefully designed adaptation strategies hold the potential for a net positive employment impact through a just transition for all actors in the world of work (see section 2.1).<sup>69</sup> Investing more in the green economy can advance an inclusive future of work, because environmental degradation disproportionately affects vulnerable populations and low-income countries.<sup>70</sup> Major investment and innovation opportunities await in renewable energy and environmentally sustainable construction and retrofitting, with significant job creation and reskilling impacts.<sup>71</sup> Micro-, small and medium-sized enterprises are especially important partners in designing local adaptations to climate change.

The rural economy accounts for more than two in five of the world's workers.<sup>72</sup> Many live in poverty and informality, dependent on small-scale agriculture for their livelihoods. Yet strategic investment in the rural economy has lagged. Reversing this trend and achieving decent and sustainable work requires urgent measures. These include strengthening land tenure rights, empowering women, improving access to credit and insurance and establishing measures for fair and stable agricultural prices for food security.<sup>73</sup>

Upgrading and modernizing small-scale subsistence farming would make major headway in lifting people out of poverty and help countries reap the benefits of agriculture necessary for economic transformation. This should be prioritized by integrating smallholders, many of whom are women, into agri-business value chains at national, regional and international levels, with forward and backward linkages between agriculture, industry and services, as well as through government initiatives to provide them with access to credit to exploit value chain opportunities.<sup>74</sup>

Rural economies are both vulnerable to climate change and among the largest contributors to greenhouse gas emissions. There is an urgent need to promote access to clean, affordable and renewable energy in rural areas. Powering everything from mobile phones to drip irrigation would unleash the potential of digital technologies to help rural workers access mobile extension services and mobile banking, as well as e-retailing and e-hospitality.<sup>75</sup>

Two complementary approaches can facilitate the development of sustainable agriculture. First, targeted policies that encourage farmers to produce a mix of cash crops and food crops will help generate food security and decent livelihoods. Second, investments in green infrastructure will facilitate the adoption of ecological production techniques.<sup>76</sup>

*We call for incentives to promote investments in key areas that promote decent and sustainable work.*

Ultimately, whatever areas of economic investment a country selects, high-quality physical, digital and social infrastructures, including high-quality public services, are fundamental prerequisites.<sup>77</sup> Inadequate transport networks restrict labour mobility, impede commerce and exacerbate the urban–rural divide; insufficient and substandard housing increases the risk of accidents and ill health; poor-quality schools, technical colleges and vocational training institutes make it hard to produce the next generation of talent; and in developing countries, lack of basic services such as water, energy, sanitation and health care increases the burden on women and reduces their participation in the labour market.

Directing more investment towards digital infrastructure generates multiple gains. Closing the digital divide, particularly by promoting universal digital connectivity and access to mobile phones, is fundamental to a country's business and development agenda and complements industrial policies that seek to develop high value-added services. Investments in digital infrastructure support developing and emerging countries to participate in digitally enabled global value chains.<sup>78</sup> Infrastructure investment can also add fuel to a country's creative economy, which has strong potential for jobs that are high-skilled, professional and fulfilling, as well as at low risk of automation.<sup>79</sup>

The financing of investment on the scale required can be achieved through a thriving private sector and the domestic resource mobilization it generates. Preventing resource leakage through illicit financial transfers is critical to this agenda. External sources of financing, both official development assistance and foreign direct investment, have complementary and catalytic roles to play. This needs to be accompanied by safeguards to prevent excessive indebtedness which would place the sustainability of development in serious jeopardy. Developing countries may need assistance to attain long-term debt sustainability.<sup>80</sup> The revival of development financing can support strategic investments in priority sectors. Multilateral or national development banks and blended finance initiatives can alleviate constraints on infrastructure investment.

### SHIFTING INCENTIVES: TOWARDS A HUMAN-CENTRED BUSINESS AND ECONOMIC MODEL

*We call for the reshaping of business incentive structures and for supplementary indicators of progress towards well-being, environmental sustainability and equality.*

This investment agenda needs to be underpinned by a supportive business climate and incentives for long-term financing. We therefore call for a better alignment of the enabling environment for business success with the conditions for implementation of the human-centred agenda. The private sector has a critical role in realizing this agenda to the full.

There is a need to explore innovative measures that require enterprises to account for the impact – positive and negative – of their activities on the environment and on the communities in which they operate. However, financial market conditions place strong pressure on businesses to meet short-term financial targets and shareholder expectations. With incentives geared heavily to the delivery of short-term benefits, enterprises can find it difficult to engage in longer-term planning and investment strategies that would ultimately be more conducive to their competitiveness, growth and success and the alignment of their activities with the human-centred agenda. We therefore see strong need for the development of market-based incentives to help promote such alignment.

Many companies have already embraced this approach. Two types of change are needed in corporate governance and conduct.<sup>81</sup> The first change is to extend stakeholder representation, making corporations more accountable to wider social and community interests. This can involve instituting advisory stakeholder councils, or establishing stakeholder representation on financial regulatory bodies, among other measures. The second change is to establish incentives for long-term success. This may, for example, involve ending the requirement for quarterly financial reporting. Other ideas discussed include incentives for long-term shareholders and a more inclusive bottom line reporting.

The investment community – and pension funds in particular – also have a key role to play. Innovative instruments for social and environmentally responsible investment, backed by transparency requirements in company reporting and an appropriate regulatory framework, offer real potential to bring to scale the important initiatives already taken.

The effective application of fair fiscal policies is key to financing investment for decent and sustainable work. Tax systems need to be

*We call for the reshaping of business incentive structures and for supplementary indicators of progress towards well-being, environmental sustainability and equality.*

equitable and consistent with the promotion of decent work, economic growth and enterprise development and the tax take needs to be sufficient to meet the ambitions of the human-centred agenda.<sup>82</sup> We recognize and encourage the important work already under way in a variety of international fora to reinforce international cooperation to fight tax evasion and to increase transparency.<sup>83</sup>

In this regard, there are particular and growing challenges from the digital economy in ensuring that companies with highly digitalized business models pay their fair share of taxes. Efforts to counteract base erosion and profit shifting are important in this respect. The increased revenues to be had from compliance with appropriate fiscal regimes offer important opportunities to finance digital funds to tackle the challenges of the digital divide. We share strong concerns about the concentrated power among today's technology companies and support international efforts to promote more competition for innovation and enterprise development better suited to social goals.<sup>84</sup>

Measuring economic and social progress solely on the traditional basis of gross domestic product (GDP) has limitations.<sup>85</sup> This is because GDP measures only the monetary value of goods and services produced by people and economic units, including government expenditures. It is an incomplete yardstick of value creation and, taken alone, a deficient indicator of policy success. We therefore join the many calls for indicators to supplement GDP that would encourage, and more accurately track, progress in the human-centred agenda.

We recommend the development and use of an indicator of unpaid work performed in the service of households and communities.<sup>86</sup> That would provide a comprehensive measure of the overall value of work undertaken in society and would allow governments to develop policies that support both the paid and unpaid sectors of the workforce and of the care economy in particular.<sup>87</sup> We further recommend an indicator that captures the externalities of economic activity, notably its environmental externalities including clean-up and health-care costs. Finally, we recommend the development of an indicator or indicators to measure the distributional and equity dimensions of economic growth, which would encompass household income growth and access to education, health and housing.<sup>88</sup>

Table 2. A human-centred agenda

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### Increasing investment in people's capabilities

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1. Recognize **a universal entitlement to lifelong learning** and establish an effective lifelong learning system that enables people to acquire skills, upskill and reskill throughout their life course.

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2. Step up investments in the institutions, policies and strategies that will **support people through future of work transitions**, building pathways for youth into labour markets, expanding choices for older workers to remain economically active and proactively preparing workers for labour market transitions.

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3. Implement **a transformative and measurable agenda for gender equality** by making care an equal responsibility of men and women, ensuring accountability for progress, strengthening the collective representation of women, eliminating gender-based discrimination and ending violence and harassment at work.

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4. Strengthen social protection systems to **guarantee universal coverage of social protection from birth to old age** to workers in all forms of work, including self-employment, based on sustainable financing and the principles of solidarity and risk sharing.

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### Increasing investment in the institutions of work

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5. **Establish a Universal Labour Guarantee** that provides a labour protection floor for all workers, which includes fundamental workers' rights, an "adequate living wage", limits on hours of work and ensuring safe and healthy workplaces.

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6. **Expand time sovereignty** by crafting working time arrangements that give workers greater choice over scheduling and working hours to balance work and private life, subject to the company's needs for greater flexibility, as well as guaranteed minimum hours.

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7. Actively **promote collective representation of workers and employers and social dialogue** through public policies.

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8. **Harness and manage technology in support of decent work** and adopt a "human-in-command" approach to technology.

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### Increasing investment in decent and sustainable work

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9. Create incentives to **promote investments** in key areas for decent and sustainable work.

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10. Reshape **business incentive structures to encourage long-term investments** in the real economy and **develop supplementary indicators of progress towards well-being**, environmental sustainability and equality.

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# TAKING RESPONSIBILITY



### 3. TAKING RESPONSIBILITY

A stark contrast exists between the extent of the transformative changes under way in the world of work and our level of preparedness to manage them so that their benefits are maximized and fairly shared. In the absence of more cogent action to anticipate and shape change to meet agreed objectives, there is a danger that this imbalance will fuel uncertainty and polarize opinion between those who see themselves as winners in the future of work and those, more numerous, who fear that they can only be losers.

In fact, the international system has already taken major steps in the direction of such action with the adoption in 2015 of the 2030 Agenda. It sets out a comprehensive blueprint for global development for the next decade and the common cause around which to rally the reformed UN system. We believe that the recommendations in our report can make an important contribution to delivering the 2030 Agenda, in particular Goal 8 on decent work and economic growth.

We call on all stakeholders to take responsibility for building the future of work that we want. Urgent and determined action, nationally and internationally, will make a difference if it can draw open the real commitment and agency of governments, employers' and workers' organizations and international institutions, cooperating at higher levels of trust, common purpose and coherence than exist today.

#### REINVIGORATING THE SOCIAL CONTRACT

We call for a dedicated reinvigoration of the social contract, whose importance in achieving social justice we have highlighted throughout our report. While principles underpinning social contracts are universal, the coverage of social contracts has not been inclusive enough. We hope to see explicit recommitment to inclusive social contracts around the world, based on the collective understanding that in return for their contribution to growth and prosperity, people are protected against the inherent vicissitudes of the market economy and their rights are respected. The pressing responsibility of the actors of the world of work is to come together to shape the future of work that meets their shared aspirations. This is also a responsibility to future generations. To be successful, such efforts demand solidarity among people, generations, countries and international organizations.

Transformative change will mark the working lives of young people now entering labour markets. We need to equip them individually with the best chance of successfully navigating the transitions involved and to prepare our societies collectively to take the fullest advantage of the opportunities.

We recommend that all countries establish national strategies on the future of work, relying for their development on existing institutions for social dialogue or, as necessary, establishing new ones. These strategies should put into action the recommendations in the report, responding to specific national circumstances. Achieving inclusive dialogue means reaching out, on the one hand, to the diverse realities of enterprises, workplaces and local communities and, on the other, across frontiers to capture the international dimensions of the debates and the advantages of cross-fertilization.

#### THE RESPONSIBILITIES OF THE ILO

Our Commission is independent and we alone bear responsibility for our report and recommendations. Nevertheless, we are aware that the report will be transmitted for discussion at the Centenary International Labour Conference in June 2019 and is to be debated nationally at Centenary events to be convened by member States throughout the year. Therefore, we offer the following recommendations on the specific responsibilities of the Organization, emphasizing that it must remain faithful to, and be guided by, its strongly rights-based, normative mandate and in full respect of its tripartite character.

We recommend that the ILO put in place the institutional arrangements to enable it to be the focal point in the international system for the development and comparative policy analysis of national future of work strategies. We further recommend that the ILO promote coordination among all relevant multilateral institutions in framing and implementing the human-centred agenda set out in our report.

We recommend that the ILO give high priority to the key challenges of transformational change at work. It needs to evaluate its standards and ensure that they are up to date, relevant and subject to adequate supervision. Above all, we see a strategic role for the ILO in deepening understanding of how processes of digitalization and automation are continuing to affect the world of work, in order to manage them for the benefit of all. This includes an evaluation of the effects of new technologies on work design and worker well-being.

Specifically, we recommend that the ILO establish an innovation laboratory on digital technologies that can support decent work. The lab would pilot and facilitate the adaptation and adoption of technologies to support employers, workers and labour inspectorates in monitoring working conditions and would provide training and support on how to analyse and use the data collected. And, because technological change is an ongoing process, not simply an event, we recommend

that the Organization create an expert monitoring group to track the path of innovation and advise on how it should address the resulting policy challenges.

We recommend that the ILO give particular attention to the universality of its mandate. This implies scaling up its activities to include those who have historically remained excluded from social justice and decent work, notably informal workers. It equally implies innovative action to address the growing diversity of situations in which work is performed, in particular the emerging phenomenon of digitally mediated work in the platform economy. We view a universal labour guarantee as an appropriate tool to deal with these challenges and recommend that the ILO give urgent attention to the means of its implementation.

#### **RESPONSIBILITIES AND CHALLENGES OF THE MULTILATERAL SYSTEM**

At the same time as the debate on the future of work has taken centre stage, the multilateral system confronts serious questioning of its very effectiveness and legitimacy. The two are not coincidental. Multilateralism is under such pressure precisely because of doubts about its capacity to deliver credible responses to the global challenges of the day. Demonstrating that by working together in full coherence the system is able to provide such responses will do much to win back the political support that it needs to operate to its full potential.

We recommend strongly that all relevant organizations in the multilateral system explore ways to strengthen substantive joint work to implement the recommendations presented in this report. We are encouraged in this recommendation by the knowledge that the constitutions and mandates of the organizations of the UN system, the Bretton Woods institutions and the World Trade Organization (WTO) reflect complementary and compatible objectives. Their mandates are interlinked and mutually reinforcing and their in-built synergies need to be better exploited.

We recommend in particular the establishment of more systemic and substantive working relations between the WTO, the Bretton Woods institutions and the ILO. There are strong, complex and crucial links between trade, financial, economic and social policies. The success of the human-centred growth and development agenda we propose depends heavily on coherence across these policy areas. Trade and financial policies are important means to the material welfare and spiritual development of the person through decent work.

By the same logic, we recommend greater international cooperation in specific work-related areas. Multilateral and international action needs to underwrite the social contract. For example, by the time of publication of our report, the UN system will have formally adopted Global Compacts on Safe, Orderly and Regular Migration and on Refugees. These will open new opportunities to build stronger system-wide cooperation on migration and on access of refugees to labour markets. Similarly, the UN Guiding Principles on Business and Human Rights, adopted in June 2011, provide a widely supported global framework for preventing and addressing adverse human rights impacts linked to business activity. This framework can be harnessed to the broader promotion of business's positive contribution to the processes and objectives we have set out.

In a similar vein, we recommend that the ILO pursue with the World Health Organization and with UNESCO, respectively, processes to give effect to the Commission's recommendations on occupational safety and health and on lifelong learning.

#### FINAL COMMENT

The Commission sees its report as only the beginning of the journey. We hope that the journey will be carried forward, with broadest possible participation, nationally and internationally.

Our task has been to identify what we believe to be the key challenges for the future of work and to recommend how to address them. We know that these questions are being examined in other venues and we do not expect that our views will be the only ones to be heard.

But we are certain of two things. First, that because it brings together the governments, employers and workers of the world and also because of its mandate, the ILO is well suited to act as a compass and guide on this journey. Second, that whatever the merits of our own report may be, the issues we have been asked to consider matter. They matter to people everywhere on our planet and they matter to the planet itself. Although they are difficult, we ignore them at our peril; and if we are able to come up with good answers, we will help to open up extraordinary new vistas for coming generations at work.

# NOTES

- 1** The Commission examined the mass of analyses and predictions on the likely impact of technological innovation on future employment. This question dominates much of the debate on the future of work and there are divergent estimates of the numbers of jobs that will be created and destroyed (see Ernst, Merola and Samaan, 2018). The Commission decided against undertaking further simulation modelling on this topic.
- 2** Merkel, 2018.
- 3** Decent work refers to opportunities for work that are productive and deliver a fair income; security in the workplace and social protection for families; better prospects for personal development and social integration; freedom for people to express their concerns, organize and participate in the decisions that affect their lives; and equality of opportunity and treatment for all women and men. The Decent Work Agenda has four strategic priorities: promoting employment; developing and enhancing measures of social protection; promoting social dialogue and tripartism; and respecting, promoting and realizing the fundamental principles and rights at work. See ILO Declaration for Social Justice for a Fair Globalization, 2008.
- 4** Two billion workers (1,983 million), representing 61.2 per cent of the world's employed population. See ILO, 2018a, p. 13.
- 5** ILO, 2018b, p. 8.
- 6** An estimated 40.3 million people were victims of modern slavery in 2016; almost one quarter were below the age of 18 (ILO, 2017a).
- 7** ILO, 2017b, p. 2; Messenger, 2018, p. 3.
- 8** ILO, 2016.
- 9** Evidence for high-income economies shows that most have experienced a decoupling of real average wage growth from productivity growth, explaining why labour income share (the share of labour compensation in GDP) in many countries remains substantially below that of the early 1990s (ILO, 2018d; OECD, 2018). Added to the analytical puzzle is concern that our measure of productivity in an age of artificial intelligence and automation is increasingly likely to be out of sync with general economic experience. This is due in particular to the role of "frontier firms" (high-productivity leading firms in each industry) and uneven technology diffusion within industries and between countries (Andrews, Criscuolo and Gal, 2015; Dorn et al., 2017).
- 10** ILO, 2018d.
- 11** Overall, the Gini measure of global inequality has diminished since the 1980s, although it is still at a very high level in historical terms (Bourguignon and Morrisson, 2002; Lakner and Milanovic, 2016). Within-country income inequality (on average, globally) has increased, accompanied by a concentration of wealth by the top 1 per cent of the income distribution (Alvaredo et al., 2018). Wage inequality, as measured by the D9/D1 measure, has increased in most OECD countries (ILO, 2014).
- 12** Preamble to the ILO Constitution, 1919.
- 13** The social contract has its genesis in the works of political philosophers such as Thomas Hobbes (1651), John Locke (1690), Jean-Jacques Rousseau (1762) and, in the twentieth century, John Rawls (1971). It explains the basis of the legitimacy of state authority over citizens. Individuals agree to certain limits on their inalienable freedoms in exchange for protection of their rights and satisfaction of the interests of society.
- 14** Social dialogue is a process in which representatives of governments, employers and workers exchange information, consult and negotiate with each other to build consensus and address key economic and social challenges (ILO, 2013).
- 15** ILO, 2017c, p. 24.
- 16** ILO, 2018b, p. 8.
- 17** Messenger, 2018, p. 2.
- 18** ILO, 2017d.
- 19** For rising inequalities, see note 11; for inter-generational inequalities, see Narayan et al., 2018; Nybom, 2018.
- 20** See ILO Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204).

- 21** A lifelong active society responds to the structural challenges presented by an ageing population. It is a society in which the will and ability of older people is fully utilized. It promotes the employment of older people should they choose to continue working and seeks to reduce the social protection burden on future generations. See Seike, 2016.
- 22** Sen, 1999. For more on the capabilities approach, see Nussbaum, 2000 and 2013.
- 23** The Universal Declaration on Human Rights, adopted in 1948, proclaims in its Article 26: “everyone has the right to education” (UN, 1948).
- 24** Nybom, 2018.
- 25** See Schmid, 1998 and 2017 on transitional labour markets and Anxo, Bosch and Rubery, 2008 on life-stage transitions. Both literatures identify policies aimed at supporting people through transitions.
- 26** Schmitten and Umkehrer, 2017.
- 27** For the case of Africa, see Lopes, 2019, p. 112.
- 28** In the European Union, the average duration of working life has increased from 32.9 years in 2000 to 35.9 in 2017 (see Eurostat; Gratton and Scott, 2016).
- 29** See ILO Social Security (Minimum Standards) Convention, 1952 (No. 102).
- 30** Telework refers to the use of ICTs for the purpose of working outside of the employer’s premises (see Eurofound and ILO, 2017).
- 31** ILO, 2018e.
- 32** ILO, 2018f; see also Grimshaw and Rubery, 2015, for policies to address the motherhood wage gap.
- 33** ILO, 2018d.
- 34** Berg et al., 2018; Adams and Berg, 2017; Barzilay and Ben-David, 2017.
- 35** Mann and O’Neil, 2016.
- 36** Only 29 per cent of the global population are covered by comprehensive social security systems that include the full range of benefits; 55 per cent are completely unprotected (ILO, 2017d).
- 37** Behrendt and Nguyen, 2018; ILO, 2018g.
- 38** See ILO Social Protection Floors Recommendation, 2012 (No. 202).
- 39** ILO, 2017d.
- 40** Preamble to the ILO Constitution, 1919.
- 41** The ILO Minimum Wage Fixing Convention, 1970 (No. 131), provides for a minimum wage, taking into consideration: (a) the needs of workers and their families, taking into account the general level of wages in the country, the cost of living, social security benefits and the relative living standards of other social groups; and (b) economic factors, including the requirements of economic development, levels of productivity and the desirability of attaining and maintaining a high level of employment. Modalities for implementation can be designed to also address piece rates and hourly pay for self-employed workers.
- 42** ILO Constitution, 1919.
- 43** ILO Occupational Safety and Health Convention, 1981 (No. 155).
- 44** The 1948 Universal Declaration of Human Rights recognizes the right to a standard of living adequate for health and well-being (Art. 25). The 1966 International Covenant on Economic, Social and Cultural Rights (Art. 7(b)) recognizes the right to safe and healthy working conditions. This right applies to both mental and physical health.
- 45** ILO, 2017b.
- 46** See ILO Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204).
- 47** See ILO Employment Relationship Recommendation, 2006 (No.198).
- 48** Lee, McCann and Messenger, 2007.
- 49** Messenger, 2018.
- 50** Ibid.
- 51** This is a growing field of empirical enquiry; see Wheatley, 2017.
- 52** Hayter, 2015; see also note 11.

- 53** Brandl and Lehr, 2016.
- 54** Johnston and Land-Kazlauskas, 2018. For various initiatives, including the first collective agreement in the platform economy, signed in Denmark, see: <https://www.eurofound.europa.eu/data/platform-economy/initiatives>
- 55** Kabeer, Milward and Sudarshan, 2013.
- 56** Hayter and Lee, 2018; Doellgast, Lillie and Pulignano, 2018.
- 57** Luterbacher, Prosser and Papadakis, 2017.
- 58** Grimshaw, Bosch and Rubery, 2014.
- 59** ILO, 2018d; Rani, 2017; Hayter, 2018.
- 60** The ILO Supervisory Bodies examined allegations of anti-union violence concerning 32 countries in 2016, 32 countries in 2017 and 30 countries in 2018. See Reports of the Committee of Experts on the Application of Conventions and Recommendations 2017–2018, 2019 (forthcoming) and Reports of the Committee on Freedom of Association, 377–387.
- 61** A large body of empirical work builds on early insights by Wrzesniewski and Dutton, 2001.
- 62** These are also referred to as crowdworking platforms, as they crowdsource work. Our discussion is not referring to locally based labour platforms where work is allocated through software applications (apps), as their operations are subject to the regulations of the local jurisdiction.
- 63** Berg et al., 2018.
- 64** See note 3.
- 65** ILO, 2018e, p. 273.
- 66** Benería, Berik and Floro, 2015; Folbre, 2006. Investment in the care economy complements gender-equal macroeconomic budgeting under way in many countries, designed to ensure that resources are collected and spent in a gender-equal manner. It also strengthens government efforts to reduce unpaid care work by children; an estimated 54 million children aged 5–17 years work on household chores (including care) at least 21 hours per week (ILO, 2017c).
- 67** ILO, 2018e; Razavi, 2012.
- 68** The 2015 Paris Agreement on climate change and the Sustainable Development Goals (SDGs) recognize the imperative to prevent further damage to people and the planet. See: <https://unfccc.int/process-and-meetings/the-paris-agreement/the-paris-agreement>.
- 69** See ILO, 2015.
- 70** ILO, 2018c.
- 71** Ibid.
- 72** ILO, 2018e.
- 73** ILO, 2017e. See also Bhatt, 2015.
- 74** UNECA and AU, 2009.
- 75** Karnik, 2018.
- 76** ILO, 2018c.
- 77** The global community has explicitly recognized the importance of building resilient infrastructure in Goal 9 of the Sustainable Development Goals, and realizing many other SDGs also depends on it. See: <https://sustainabledevelopment.un.org/>.
- 78** Kenney, Rouvinen and Zysman, 2015; Nathan, 2018.
- 79** Bakhshi, Frey and Osborne, 2015.
- 80** This can happen through coordinated policies aimed at fostering debt financing, debt relief, debt restructuring and sound debt management, as appropriate. See Addis Ababa Action Agenda (UN, 2015).
- 81** We note an emerging consensus that has developed since the 2008–09 financial crisis among high-level policy advisors and academics calling for a shift in corporate governance approaches. These include ideas about multi-stakeholder representation, integrated corporate reporting and tax incentives, among others (Appelbaum and Batt, 2014; Batt, 2018; Bullen, 2007; Deakin, 2018; Jubé, 2018; Lazonick, 2014; Mazzucato, 2018; Plender, 2016).
- 82** Over the last three decades, OECD economies have, on average, reduced corporate tax rates from around 45 per cent in the mid-1980s to 24 per cent in 2018. This drives down the share

of corporate tax in total government revenues and, according to the Secretary-General of the OECD, raises “challenging questions” for governments seeking to sustain vital public services, social programmes and infrastructure (Houlder, 2017; see also ILO, 2011; OECD tax database: <http://www.oecd.org/tax/>).

**83** Offshored wealth that escapes tax is a major indictment of the current economic system. The IMF has found that 40 per cent of all foreign direct investment – amounting to US\$12 trillion – is “artificial”, consisting of financial investment channelled through “empty corporate shells” with no real activity (IMF, 2018).

**84** Mega digital firms operate in a “winner-takes-most” environment characterized by first-mover advantages, market power, big data intelligence, and “demand-side economies of scale” (see UNCTAD, 2018).

**85** Berik, 2018; Stiglitz, Sen and Fitoussi, 2009.

**86** Progress in time-use data and the new international statistical definition of work make this feasible. In 2013, the 19th International Conference of Labour Statisticians introduced a new definition of work which includes also the production of goods and services provided in the home and community, including unpaid and volunteer work. See ILO, 2018h.

**87** Suh and Folbre, 2016; Antonopoulos and Hirway, 2010; Budlender, 2008; Hirway and Jose, 2011.

**88** Here we follow the pioneering work of Thomas Piketty and colleagues; see, for example, Piketty, Saez and Zucman, 2018.

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# ANNEX

## MEMBERS OF THE GLOBAL COMMISSION ON THE FUTURE OF WORK

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### CO-CHAIRS

#### **Mr Stefan Löfven, Prime Minister of Sweden**

since 2014 and the Leader of the Social Democrats since 2012. Prior to becoming Prime Minister, Mr Löfven was an active trade unionist and served as the first Chair of the trade union IF Metall from 2006 to 2012. Mr Löfven also worked as a welder and an ombudsman in northern Sweden for over 15 years.

#### **Mr Matamela Cyril Ramaphosa, President of the Republic of South Africa**

since February 2018, following his election as President of the African National Congress (ANC) in 2017. As Chairperson of the Constitutional Assembly in 1994 he was responsible for overseeing the drafting of South Africa's first democratic Constitution. Mr Ramaphosa has extensive and wide-ranging business experience and was also instrumental in the establishment of the national trade union centre Congress of South African Trade Unions (COSATU).

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### MEMBERS

**Mr Thorben Albrecht**, Federal Manager of the Social Democratic Party of Germany (SDP) since 2018. From January 2014 to March 2018, he was State Secretary at the Federal Ministry of Labour and Social Affairs. His most important legislative projects include the introduction of a statutory minimum wage in Germany and the launch of the “Work 4.0” dialogue.

**Ms Haifa Al Kaylani**, Founder Chairperson of the Arab International Women's Forum, is well known in the international community for advancing women's leadership and youth empowerment in the Middle East and North Africa (MENA) region and globally. A development economist and a Harvard Advanced Leadership Initiative Fellow, she founded Haseel, a ground-breaking pilot project in Jordan delivering innovative models for sustainable agriculture in the MENA region. Ms Al Kaylani serves on several Boards and has received numerous awards and distinctions in the United Kingdom, the Arab world and internationally in recognition of her work.

**Ms Winnie Byanyima**, Executive Director of Oxfam International, a global network working in more than 90 countries for a just world without poverty. She is a global women's rights leader, human rights defender and an authority on economic inequality. Prior to Oxfam, Ms Byanyima led the directorates of gender and development at the United Nations Development Programme (2006–13) and the African Union Commission (2004–06). She also served 11 years in the Ugandan Parliament.

**Professor Chinsung Chung**, Professor of sociology at Seoul National University, Republic of Korea. Professor Chung has served as President of the Korean Association of Women's Studies and of the Korean Sociological Association. She is currently President of the Korean Association of Human Rights Studies and Chairperson of the Gender Equality Committee of the National Police Agency and that of Seoul City. Professor Chung has also served as Member of the UN Sub-Commission on the Promotion and Protection of Human Rights of the UN Human Rights Council Advisory Committee and is currently on the UN Committee on the Elimination of Racial Discrimination.

**Ms Claudia Costin**, Director of the Center for Excellence and Innovation in Education Policies (CEIPE), a think tank within the Getulio Vargas Foundation, a leading private University in Brazil where she is a professor. Ms Costin has been a visiting professor at the Harvard Graduate School of Education and served as Senior Director for Global Education at the World Bank from 2014 to 2016. Before joining the World Bank, she was Secretary of Education of the municipality of Rio de Janeiro (2009–14) and served as Federal Minister of Public Administration and State Reform.

**Mr Alain Dehaze**, Chief Executive Officer (CEO) of the Adecco Group since 2015, after serving as Member of its Executive Committee for several years. Before joining the Adecco Group in 2009, Mr Dehaze served as CEO of the Dutch staffing services company Humares and of USG People when the latter took over Solvus. Since 2016, he has been Chair of the Global Apprenticeship Network (GAN) as well as Steward of the World Economic Forum System Initiative on Shaping the Future of Education, Gender and Work.

**Professor Enrico Giovannini**, economist and statistician, is a member of the Club of Rome and Director of the Italian Alliance for Sustainable Development. Since 2002 he has been full professor at the Rome University Tor Vergata and Professor of Sustainable Development at the LUISS University. Professor Giovannini was Minister of Labour and Social Policies in the Letta Government (2013–14), President of the Italian Statistical Institute (2009–13) and Director of Statistics and Chief Statistician of the OECD (2001–09).

**Ms Olga Golodets**, Deputy Prime Minister of the Russian Federation for Sport, Tourism and Cultural Development since May 2018. In 2012, Ms Golodets was appointed Deputy Prime Minister in charge of social affairs and policies in the cabinet. Her previous appointments include: Director, Social Policy and Human Resources Department (1999–2001) and Deputy Director General for Human Resources and Social Policy (2002–08) at Norilsk Nickel Mining and Metallurgical Company; Deputy Mayor of Moscow (2010–12); President of the All-Russian inter-industry Association of Employers and Board Chair at Soglasie Insurance Company (2008–10); and Deputy Governor for Social Issues in Taimyr Autonomous Area (2001).

**Ms Rebeca Grynszpan**, Secretary General of the Ibero American Conference since 2014. Prior to this appointment, Ms Grynszpan held the post of Assistant Secretary-General of the United Nations and was Associate Administrator of the United Nations Development Programme (UNDP) between 2006 and 2010. Before joining the United Nations, she served as Vice President of Costa Rica from 1994 to 1998.

**Mr Philip Jennings** was the founding General Secretary of UNI Global Union, a new global union created in 2000 to shape the future world of work, and continued in this role until 2018. The UNI "Breaking Through" strategy has built union membership in the new economy, negotiated global agreements with multinationals and fought to improve supply chains with the Bangladesh Accord on Factory Safety. Mr Jennings is a co-founder of the World Players Association, which represents 85,000 professional players from throughout sport. He joined the International Federation of Employees (FIET) in 1980, serving as its Executive Secretary from 1985 to 1989 and as General Secretary between 1989 and 1999. Prior to joining FIET, he worked as union officer of the Banking Insurance Finance Union of the United Kingdom (1976–79).

**Professor Carlos Lopes**, Professor at the Mandela School of Public Governance at the University of Cape Town, South Africa. He is also a member of the African Union Reform Team and of the organization High Representative for Partnerships with Europe. Professor Lopes has led several United Nations institutions, including most recently the UN Economic Commission for Africa. He currently serves on several Boards and Global Commissions and is a widely published author.

**Ms Reema Nanavaty** is leader of the Self Employed Women's Association (SEWA), where she has been active since 1984. Elected as its fourth General Secretary in 1999, Ms Nanavaty has taken SEWA's membership to new heights, making it the single largest union of informal sector workers. She has helped establish thousands of women workers' federations, associations, cooperatives, museums, retail chain companies, trade facilitation centres, digital clinics and management schools across India as well as in Nepal, Sri Lanka and Afghanistan, in areas ranging from traditional handicrafts, agri-products, sustainable livelihoods and rural enterprise to forestry, water harvesting, solar energy and green finance. In recognition of her work, in 2013 she was decorated with India's national honour, *Padma Shri*.

**Ambassador Joséphine Ouédraogo**, Ambassador of Burkina Faso to the Italian Republic and Permanent Representative of Burkina Faso to the Food and Agriculture Organization of the United Nations (FAO), World Food Programme (WFP) and International Fund for Agricultural Development (IFAD) since December 2016. Ms Ouédraogo was the founder of a research and training company focusing on local, regional and national development issues in Burkina Faso. She became director of the African Centre for Gender and Development of the United Nations Economic Commission for Africa in 1997 and led the international NGO Enda-Tiers Monde from 2007 to 2011. She participated in the transitional government in Burkina Faso as Minister of Justice, Human Rights and Civic Promotion (2014–16).

**Mr Richard Samans** is Managing Director and Member of the Managing Board of the World Economic Forum (WEF), responsible for Policy and Institutional Impact. He also co-leads the Forum's Center for the Fourth Industrial Revolution headquartered in San Francisco. Mr Samans served as Director-General of the Global Green Growth Institute from 2011 to 2013. He also served as Special Assistant for International Economic Policy to US President Bill Clinton as well as Senior Director for International Economic Affairs in the National Security Council, among other positions he occupied in government, the private sector and think tanks. Since 2007, he has also been Chairman of the Climate Disclosure Standards Board.

**Professor Atsushi Seike**, Executive Advisor for Academic Affairs at Tokyo's Keio University since 2017, after serving eight years as the University's President. Professor Seike's current roles in government committees include Chairman of the Council for the Promotion of Social Security System Reform, Chairman of the Manufacturing Industry Committee of the Industrial Structure Council and Honorary President of the Economic and Social Research Institute. He was President of the Japan Society of Human Resource Management from 2015 to 2017.

**Dr Alwyn Didar Singh**, former Secretary General of the Federation of Indian Chambers of Commerce and Industry and retired Secretary to the Government of India. Dr Singh has been Senior Fellow at the Delhi Policy Group since 2018; he also serves as Chair of the Diaspora group of Knowledge Network on Migration at the World Bank. In March 2017 Dr Singh was named as Global Fellow at the IC2 Institute of the University of Texas, United States.

**Ms Kristin Skogen Lund**, CEO of Schibsted Media Group since December 2018. From 2012 to 2018, Ms Skogen Lund was Director General of the Confederation of Norwegian Enterprise. She has held executive positions at media and telecoms companies such as Telenor, Aftenposten, Scanpix and Scandinavia Online, in addition to serving on Ericsson's board of directors. Since 2015, she has been a member of the Global Commission on the Economy and Climate. She holds an MBA from INSEAD and a Bachelor of International Studies and Business Administration from the University of Oregon, United States.

**Professor Alain Supiot**, Professor at the Collège de France, Paris, has a PhD in Law and is Doctor h.c. of the University of Louvain, Belgium and of Aristotle University of Thessaloniki, Greece. He was elected Corresponding Fellow of the British Academy in 2015 and is honorary member of the Institut Universitaire de France, where he taught from 2001 to 2012. Professor Supiot has held the Chair "État social et mondialisation: analyse juridique des solidarités" at the Collège de France since 2012. In 2008 he founded the Nantes Institute of Advanced Studies. Professor Supiot is a world-renowned scholar and is widely published in many languages. His research focuses mainly on labour law and on philosophy and theory of law.

**Mr Darren Walker**, President of the Ford Foundation, is a leader in the non-profit and philanthropic sectors. Mr Walker led the philanthropy committee that helped bring a resolution to the historic bankruptcy of the city of Detroit (2013–14) and currently chairs the U.S. Impact Investing Alliance. Prior to joining the Ford Foundation in 2013, he was Vice President at the Rockefeller Foundation, where he managed the Rebuild New Orleans initiative in the wake of Hurricane Katrina. In the 1990s, Mr Walker served as Chief Operating Officer (COO) of the Abyssinian Development Corporation – Harlem's largest community development organization. Earlier, he had a decade-long career in international law and finance at the law firm Cleary Gottlieb Steen & Hamilton and at United Bank of Switzerland (UBS).

**Mr Xiaochu Wang**, Vice Chairman of the Foreign Affairs Committee of the 12th National People's Congress of the People's Republic of China since 2013. Prior to his election to that post, he was Vice Minister of Human Resources and Social Security, responsible for national policies and programmes on human resources development and management, as well as for personnel system reform in public institutions. Since 2005 Mr Wang has been a Commissioner of the International Civil Service Commission (ICSC) of the United Nations.

**Ms Jayathma Wickramanayake**, UN Secretary-General's Envoy on Youth since June 2017. Appointed at the age of 26, in this role Ms Wickramanayake works to expand the UN's youth engagement and advocacy efforts and serves as a representative of and adviser to the Secretary-General. Originally from Sri Lanka, she has worked extensively on youth development and participation and has played a key role in transforming the youth development sector in her home country.

**Note:** Ms Ameenah Gurib-Fakim, former President of the Republic of Mauritius, served as Co-Chair of the Global Commission during its first two meetings.

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**EX OFFICIO PARTICIPANTS\***

**Mr Luc Cortebeeck**, former Chairperson of the ILO Governing Body (2017–18). Previously, Mr Cortebeeck served as Deputy President of the International Trade Union Confederation (2006–14); President of ACV-CSC Trade Union Confederation, Belgium (1999–2011); Vice-president of the Trade Union Advisory Committee of OECD (1999–2012); Chair of the Workers' Group of the Committee on Application of Standards of the ILO (2000–11); President of World Solidarity, a development NGO (2011–16); and Chair of the Workers' Group and Vice-chair of the ILO Governing Body (2011–17).

**Ambassador Claudio De la Puente**, Chairperson of the ILO's Governing Body. Mr De la Puente has a 40-year career in the Peruvian Foreign Service: he served as Vice Minister of Foreign Affairs (2014–15); Director General for the Americas (2010–14); Director for South American Affairs; Director for Security and Defense; Peru's Ambassador to Australia (2005–10) and to the United Kingdom (2017); Deputy Chief of Mission in Washington, DC (1999–2002) and in Bogota (1997–99); Counsellor, Brussels (1990–94); and Chargé d'Affaires, Copenhagen (1985–86). In 2017 he was appointed Peru's Permanent Representative to the United Nations and the World Trade Organization (WTO) in Geneva and then elected Chairperson of the Governing Body of the ILO.

**Mr Mthunzi Mdwaba**, founder, President and CEO of TZoro IBC, a global strategic advisory, investment and business consultancy. Originally from rural South Africa and a keen endurance sportsman, Mr Mdwaba is a successful entrepreneur, businessman and executive as well as a passionate advocate for business in all its diverse forms, across developing and developed nations. He currently holds many strategic positions within the global employer arena, including that of International Organization of Employers (IOE) Vice President for the ILO, which makes him the Employer Spokesperson and, consequently, one of the two Vice Chairs of the ILO's Governing Body. He chairs IOE's Human Rights and Responsible Business Conduct Policy Working Group and is Chairperson of the Board of Productivity SA. He is also Adjunct Professor of Law at the University of the Western Cape (UWC).

**Mr Guy Ryder, Director-General of the ILO**, was first elected in 2012 and started a second term of office in 2017. He has served the ILO in various capacities, including as Executive Director for labour standards and fundamental principles and rights at work. Previously, Mr Ryder was the first General Secretary of the International Trade Union Confederation (ITUC) (2006–10) and General Secretary of the International Confederation of Free Trade Unions (ICFTU) (2002–06). He is a graduate of Cambridge University.

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\* The Officers of the Governing Body participated in the debates of the Commission at the invitation of the Co-Chairs and the Director-General, taking into account their Governing Body status. Nonetheless, the contributions of all the Commissioners were made in a personal capacity and, in the case of those ex officio participants, their opinions did not commit the position of the groups they represent in the ILO. However, in order to preserve the independence of the Commission and having in mind the different opinions and recommendations considered in the draft report, it was decided that ex officio participants would not be signatories of the final report.

Produced by the Publications Production Unit (PRODOC) of the ILO.

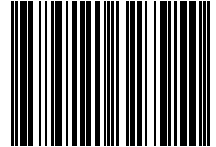
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Code: ELK-WEI-CORREDIT-ICA



ISBN 978-92-2-132795-0



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