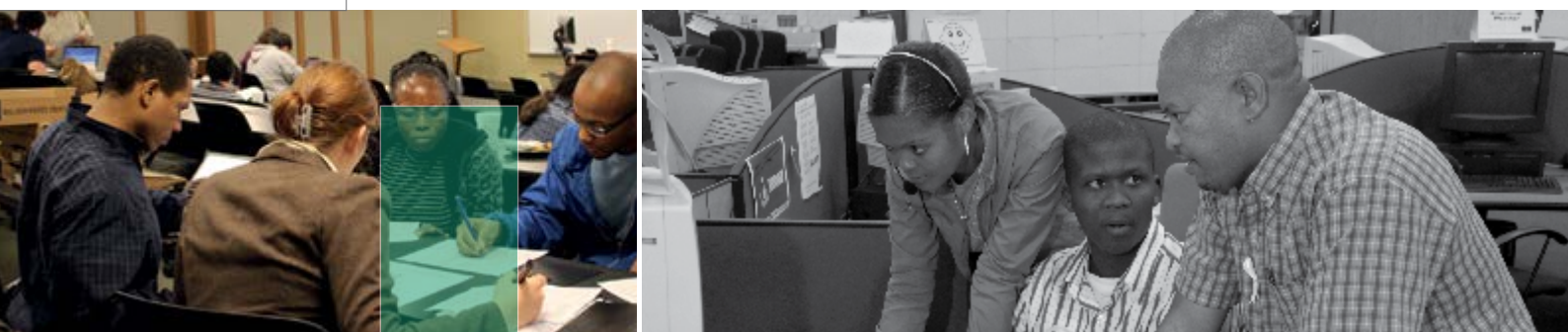




International
Labour
Office
Geneva

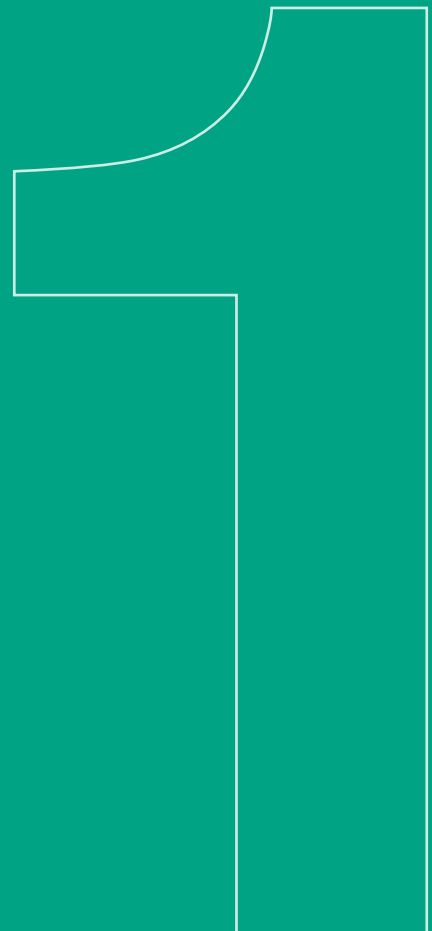


1

National employment policies: A guide for workers' organisations

What is a national
employment policy?

National employment policies:
What are they?
Why do we need them?
Why should trade unions get involved?



Copyright © International Labour Organization 2015

First published 2015

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to ILO Publications (Rights and Permissions), International Labour Office, CH-1211 Geneva 22, Switzerland, or by email: pubdroit@ilo.org. The International Labour Office welcomes such applications.

Libraries, institutions and other users registered with reproduction rights organizations may make copies in accordance with the licences issued to them for this purpose. Visit www.ifro.org to find the reproduction rights organization in your country.

NATIONAL EMPLOYMENT POLICIES - A guide for workers' organisations

International Labour Office. – Geneva: ILO, 2015

ISBN: 978-92-2-129343-9 (print)

ISBN: 978-92-2-129344-6 web pdf

International Labour Office

employment policy / trade union role / promotion of employment / plan of action / data collecting / labour force / informal economy / labour market

13.01.3

ILO Cataloguing in Publication Data

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

ILO publications and electronic products can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva 22, Switzerland. Catalogues or lists of new publications are available free of charge from the above address, or by email: pubvente@ilo.org

Visit our web site: www.ilo.org/publns

This publication was produced by the Document and Publications Production,
Printing and Distribution Branch (PRODOC) of the ILO.

Graphic and typographic design, manuscript preparation, copy editing, layout
and composition, proofreading, printing, electronic publishing and distribution.

PRODOC endeavours to use paper sourced from forests managed
in an environmentally sustainable and socially responsible manner.

Code: CMD - STA

Quick overview

A national employment policy is a vision and a practical, comprehensive plan for achieving a country's employment goals. Countries need them because employment challenges are getting more and more complex:

- Demographic trends are putting enormous pressure on labour markets.
- Structural change in many countries represents a formidable opportunity as well as a huge challenge, as people move out of the agricultural sector and into the manufacturing or service sectors in the cities.
- Economic growth does not automatically translate into more decent jobs and more benefits for the poor.
- Informal employment—work that lacks social and legal protections and employment benefits—is still prevalent in the developing world.
- Wage inequality is rising across the world, with workers benefitting less from economic growth.
- An increasing number of those who work are counted among the working poor.
- Secure, full-time employment with benefits is no longer the norm in the developed world.
- There are more women in the labour force, but their quality of employment, including wages, working conditions and prestige, still lags behind men.
- High youth unemployment is causing increasing numbers of young people to get discouraged and leave the labour market.

The need for comprehensive national employment policies has been rising to the top of the agenda globally, especially in the wake of the 2008 world financial crisis. In this part of the guide, we tell you what has been happening, especially in developing countries.

Trade unions need to be involved in setting policy directions for employment in their countries. No one speaks better for workers than their unions. But this new role goes well beyond trade unions' traditional areas of concern and means of action. They will have to widen their agenda to deal with employment issues in a larger economic context.

Unions will need stronger capacities to take part meaningfully in complex national policy debates, with well-researched arguments and credible representation from all parts of the labour force. They may need to build coalitions within organized labour in their countries to achieve a national labour voice, and they may need to build coalitions with like-minded organizations outside the labour movement.

Contents

Quick overview

v

1.1. What is a national employment policy?

1.2. Global trends that make national employment policies more important than ever

Demographic challenges: An ageing labour force in some parts of the world and a "youth bulge" in others	1
Structural change is happening rapidly in some countries.	3
Structural change often means populations on the move.	3
Growth does not automatically translate into more decent jobs and more benefits.	3
Informal employment is still prevalent in the developing world.	4
The scale of vulnerable employment is far larger than that of unemployment.	4
A smaller piece of the pie: Wage inequality is rising across the world.	5
Jobs are not an automatic shelter from poverty.	6
Full-time employment is no longer the norm in the developed world.	6
More and more women are entering the labour force, but the quality of their employment still lags behind men.	6
There are not enough jobs, especially for youth.	8
Underemployment and low wages keep the economy from growing.	8

1.3. How national employment policies got to the top of the agenda worldwide

1.4. What are countries in the developing world doing about employment policy?

National employment policies around the world	13
Strengthening the employment dimension of national development frameworks	14

1.5. The ILO's approach to national employment policies

The normative framework	16
The policy framework	17

References 19

Resources and tools 21

1.1. What is a national employment policy?

A **national employment policy** is a vision and a practical plan for achieving a country's employment goals. To make such a plan, a government has to clearly see a country's challenges and opportunities. It has to consult widely to reach common agreement among all interested parties in the economy, including employers' and workers' organizations.

A national employment policy is not just a job creation programme. It takes into account a whole range of social and economic issues. It affects many areas of government—not just the areas in charge of labour and employment—and every part of the economy. It brings together various measures, programmes and institutions that influence the demand and supply of labour and the functioning of labour markets. A national employment policy should promote **decent work**, in which international labour standards, **social protection** and workers' fundamental rights go hand in hand with job creation.

A national employment policy is something that each country must forge for itself, according to its own context and state of development. It is not just an inspiring statement of what we hope for. It is a real plan for how we get there. Many stakeholders have to be involved in making it, and the result has to be something that they can all work towards.

1.2. Global trends that make national employment policies more important than ever

If employment challenges were simple, most of them would be solved. But in fact, the challenges are getting more and more complex in our globalized world. The range of issues is huge. Read this summary of the trends and challenges. See if you don't agree that addressing them requires placing employment at the centre of each country's economic and social policies.

Demographic challenges: An ageing labour force in some parts of the world and a "youth bulge" in others

Ageing is a particular concern for developed northern economies and countries such as China. There, the labour force has a much larger share of older workers and a smaller share of youth. Ever-higher costs for health and social services are borne by a shrinking **working-age population**.

Other regions have rapid population growth and a “youth bulge”. A large, young work force can bring wealth if the economy is growing with the right ingredients. But it can be an enormous weight if the economy is not growing or not creating decent jobs for these youth.

Figures 1a and 1b show that there will be more old people and fewer young people in all regions by 2050.

Figure 1a. Age distribution of population in “more developed” regions, 2000 - 2050

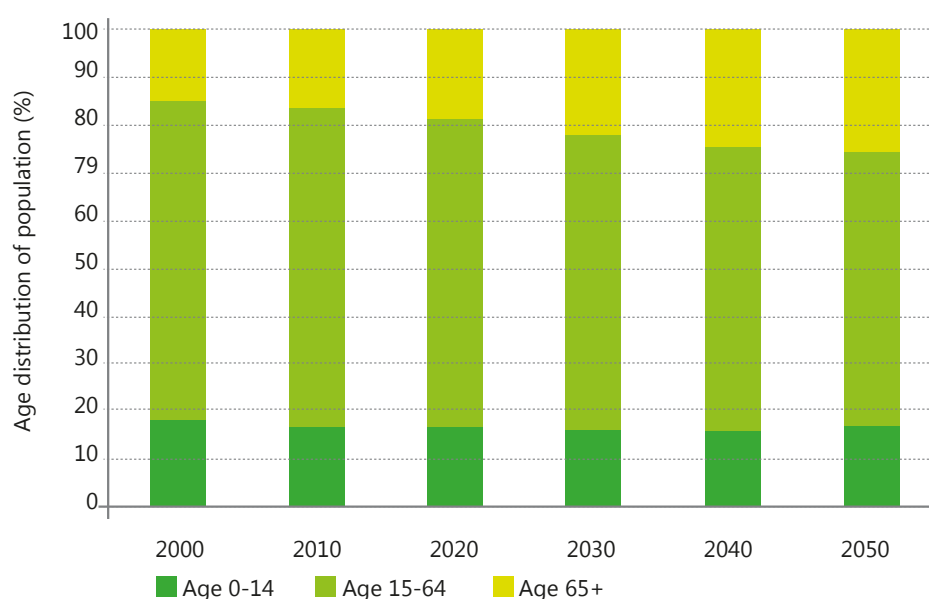
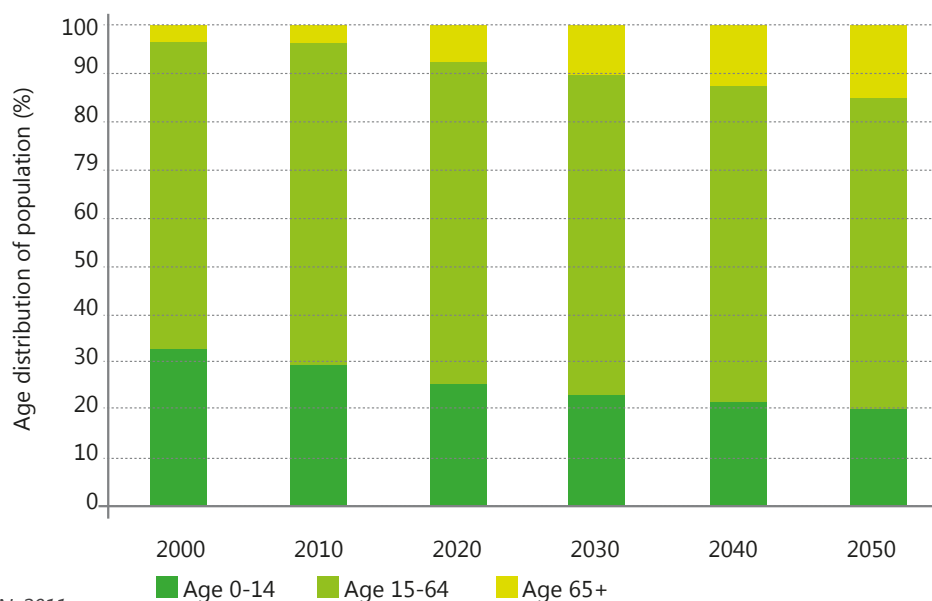


Figure 1b. Age distribution of population in “less developed” regions, 2000 – 2050



Source: UN, 2011

Structural change is happening rapidly in some countries.

Structural change is a key condition for the creation of decent and **productive employment**. It occurs when large numbers of workers move out of the agricultural sector and into manufacturing and service jobs. Structural change can bring about remarkable improvements in productivity. Some developing countries (mainly in Asia) have narrowed the productivity gap with industrial countries rapidly. In the past, the process of structural change often took decades, but in many developing countries today, it is transforming lives within a generation. In 2003, for the first time in history, the global share of employment in the service sector surpassed that of the agricultural sector. This rapid structural change has slowed somewhat since the global financial crisis that began in 2008.

While there have been gains from structural change in some countries, there are many issues to address:

- In countries where structural change takes place rapidly, education and training systems are often unable to keep pace with the changing skills requirements.
- The move from one sector to another is not always a guarantee of decent employment. Many service sector jobs are of very poor quality, with low salaries. We cannot assume that the growth of the service sector in poor countries increases incomes for the poor; they might merely be moving from rural to urban poverty.
- To ensure that structural change translates into better jobs, a country's employment policies need to promote investment in higher value-added sectors. Capital investments in infrastructure are needed, but so are social investments in things like education, health and occupational safety.

Structural change often means populations on the move.

Structural change is closely related to internal migration – people moving from rural areas to cities. By 2050, more than two thirds of the world's population will live in urban areas. This migration is the result of work rapidly shifting from the farm to the factory or to **informal employment** – work that lacks social and legal protections and employment benefits – in the service sector. It is a complete reversal of global living patterns within a century. In 1950, only 30 per cent of the world's population lived in urban areas (IOM, 2010).

Growth does not automatically translate into more decent jobs and more benefits.

The world economy expanded substantially between 2002 and 2007. Almost all regions of the world enjoyed fairly robust employment growth. But employment growth is only part of the story. The growth during this period did not lead to sustained creation of decent jobs. Unemployment, informal employment and working poverty persisted.



Informal employment is still prevalent in the developing world.

Informal employment is typically small, subsistence farming or very small, family-run businesses. It is one of the key features of the labour market in many developing countries. In the agricultural sector of developing countries, informal employment is always high. But even excluding this sector, informal employment stands at more than 40 per cent in two-thirds of countries for which we have data, and appears to be on the increase (ILO, 2012a).

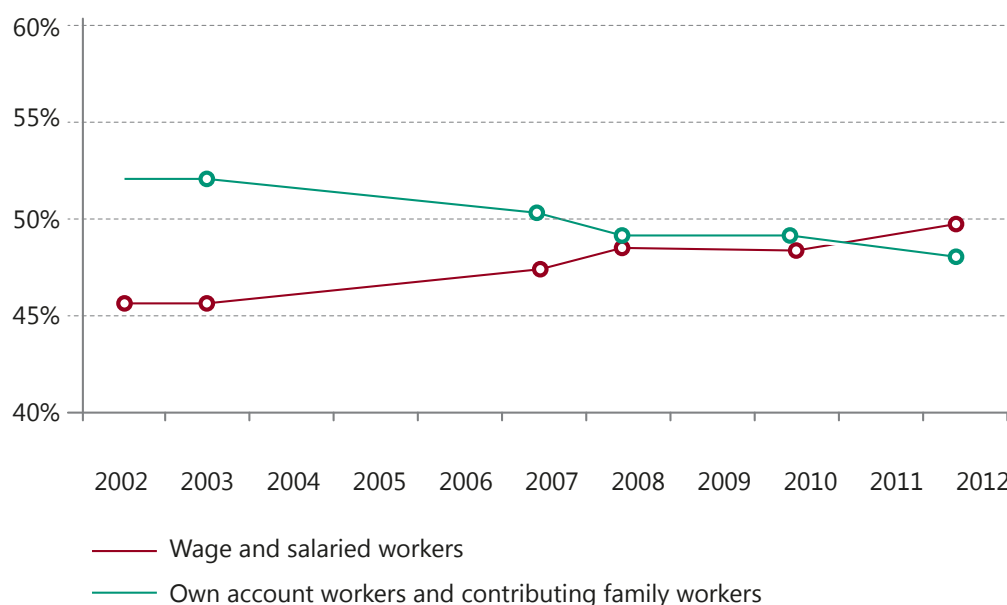
Informal workers tend to have low levels of education. This may mean that these workers have no choice but to work informally. Informal jobs tend to be of low quality, underpaid, insecure, and unprotected by basic labour standards or worker representation.

The scale of vulnerable employment is far larger than that of unemployment.

When a worker is purely self-employed, with no formal work arrangement and no employees except for family members who contribute without receiving wages, we refer to them as **own-account workers**. Such workers are less likely to be in formal work arrangements and to enjoy adequate earnings and social security. While people in wage employment may not always have all the components of a decent job, they are still less likely to be poor than own-account workers are.

We refer to own-account and contributing family workers in developing countries as being in vulnerable employment. The scale of vulnerable employment is far greater than that of unemployment. For example, there are 14 times more vulnerable workers in South Asia and East Asia than unemployed workers (ILO, 2010a). In 2007, five out of ten people who worked were either contributing family workers or own-account workers. The situation improved considerably between 1997 and 2007, but from high starting levels. The global financial crisis of 2008 has reversed some of this progress. Figure 2 shows the slow global shift from subsistence household work to wage work.

Figure 2. Share of wage employment and own-account workers and contributing family members in total employment, World, 2002-2012



Source: ILO, 2013a

A smaller piece of the pie: Wage inequality is rising across the world.

The trends show a rise in wage inequality since the mid-1990s in both developed and developing countries. Between 1995 and 2007, increases in productivity failed to translate fully into higher wages (ILO, 2010c). This means that workers benefit less from economic growth. The majority of countries have seen increases in **low-wage employment** over the past 15 years. Low-wage workers are disproportionately female and are also more likely to be members of disadvantaged groups.

While low-wage employment can be a first stepping stone towards better-paid employment, especially for young workers, it can also turn into a trap, when there are no opportunities for skills development.

The financial crisis of 2008 is another factor in low wages worldwide, because it led to massive wage cuts in many countries. The crisis has also weakened collective bargaining, and this is likely to provoke a further downward spiral of wages.

Jobs are not an automatic shelter from poverty.

An increasing number of those who work are also poor. Working poverty means that a person is employed, but cannot lift themselves and their dependents out of poverty. This may be because the returns of their labour are too low, or it may be because they cannot get enough work, or both.

In the high-growth years between 1997 and 2007, there was a decrease in the world's share of **working poor**, but this did not have a substantial impact on the poor regions of the world. Since the global financial crisis of 2008, the rate of working poverty has continued to decrease in countries going through structural change, but at a slower pace than before. Since countries with high rates of working poverty have economies that are growing faster than the world average, the decline in working poverty is expected to continue. However, as these countries are also growing faster in terms of population, the actual number of working poor is expected to increase (ILO, 2012b).

Full-time employment is no longer the norm in the developed world.

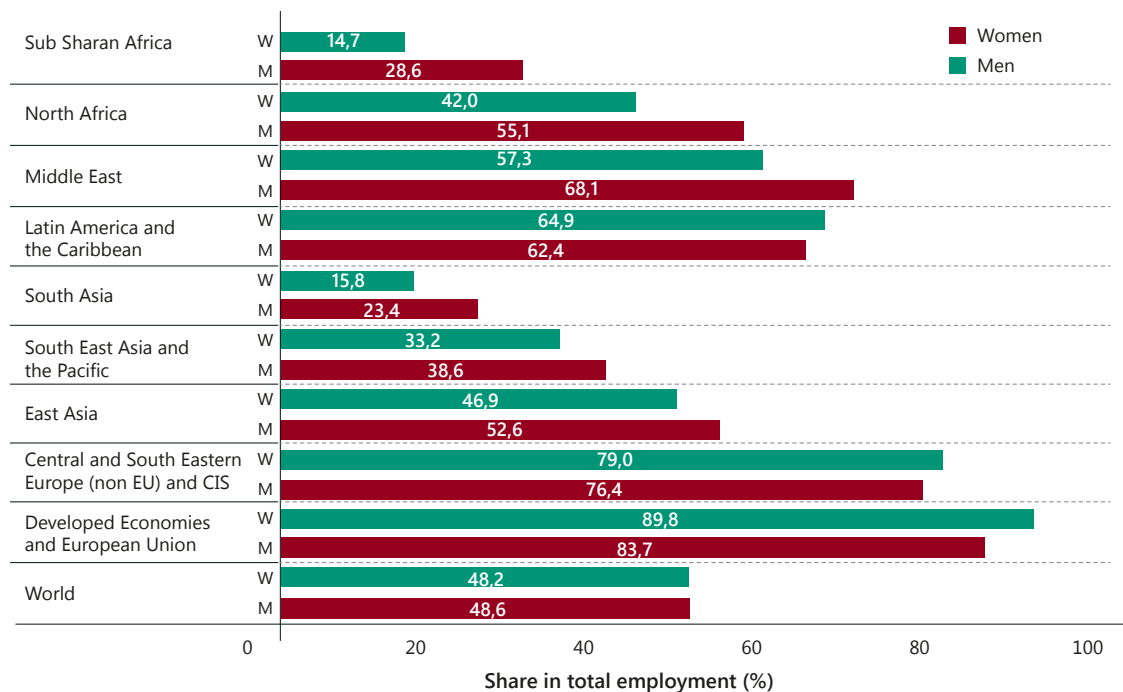
Over the past two decades, more and more people who want to work full time have had to accept part-time work. This involuntary part-time work, along with temporary or time-limited employment, wastes a person's productive capacity. Skills tend to be lost when a worker is between jobs or has long periods of unemployment and instability. **Precarious employment** also means weaker productivity gains in the future and less room for prospering and moving up the career ladder. Wages are also lower. Temporary workers, for example, are paid about 40 per cent less than permanent workers (ILO, 2013a).

More and more women are entering the labour force, but the quality of their employment still lags behind men.

Globally, the wage-earning labour force now includes a larger share of women 40 per cent. The last 20 years have seen advances in gender equality in the world of work. Women in developing countries have been absorbed into the labour market through various channels. These include working in Export Processing Zones or Special Economic Zones. Women also work in export-oriented agriculture, and increasingly as independent migrant workers (ILO, 2012c).

However, much of women's employment is paid less than men's and carries less prestige. Moreover, women are more likely to be in vulnerable employment than men are, and this **gender gap** has widened during the past two decades. Women are even more likely to be unpaid contributing family workers in own-account households, with no personal income at all.

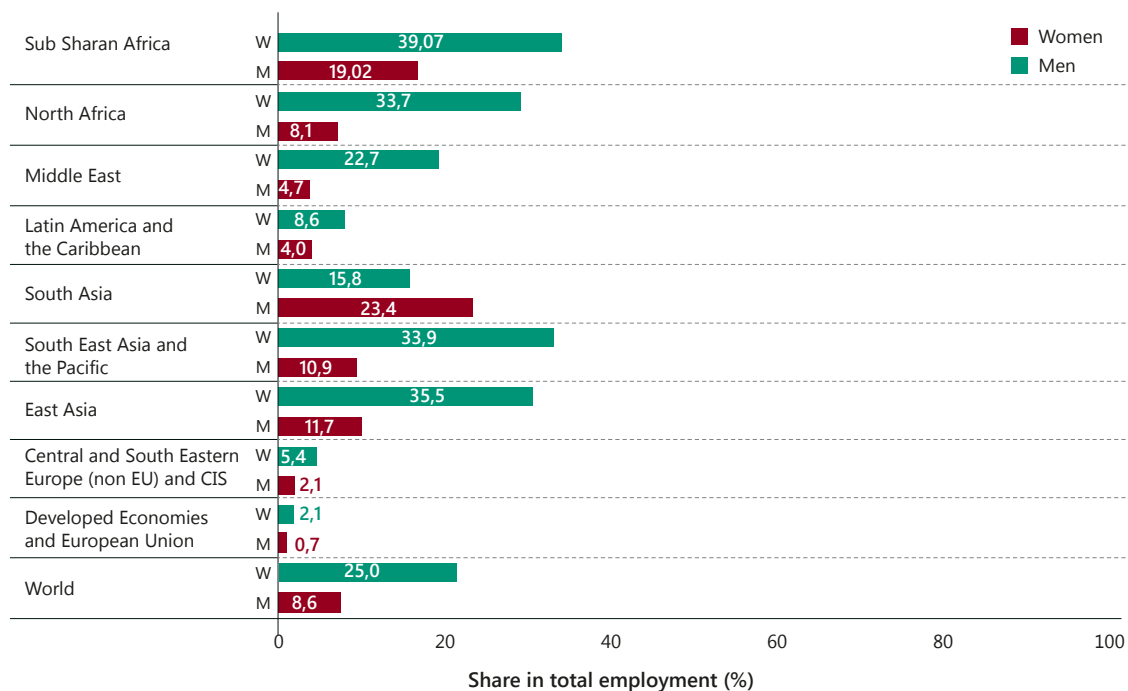
Figure 3a. Share of wage and salaried workers in total employment, by regions and sex, 2012



Source: ILO, 2012b

Note: 2012 are projections (Update October 2013).

Figure 3b. Share of contributing family workers in total employment by regions and sex, 2012



Source: ILO, 2012b

Note: Preliminary projections (Update October 2013).

There are not enough jobs, especially for youth.

After the financial crisis of 2008, the number of unemployed around the world increased, particularly in high- and middle-income economies. Youth unemployment rates have increased in about four out of five advanced economies and in two-thirds of developing economies (ILO, 2013). A big concern is that more and more young people experience **long-term unemployment**. Some 35 per cent of unemployed youth in advanced economies have been out of a job for six months or longer. This is causing increasing numbers of young people to get discouraged and leave the labour market.

Discouraged workers are not counted as unemployed, but they still suffer from a lack of employment opportunities. This can have long-lasting effects on youth. It erodes professional and social skills and prevents young people from gaining skills and experience on the job. Unemployment early in life is likely to result in “wage scars” that continue to depress their employment and earnings prospects even decades later.

Underemployment and low wages keep the economy from growing.

Workers are consumers, but high unemployment, **underemployment** and low wages mean they have less disposable income. When they reduce their demand for goods and services, it erodes business confidence. Consumption and investment are two of the main drivers of economic growth. When firms further hesitate to invest and hire, the “negative feedback loop” slows economic recovery.



1.3. How national employment policies got to the top of the agenda worldwide

This timeline shows how the issue of employment has gained ground since the middle of the last century.



1944

The International Labour Organization's *Declaration of Philadelphia* calls supporting programmes to achieve full employment and raise standards of living "the solemn obligation" of the organization.



1948

The United Nations adopts the *Universal Declaration of Human Rights*, which says that "everyone has the right to work, to free choice of employment, to just and favourable conditions of work and to protection against unemployment".



1964

The International Labour Conference adopts the *Employment Policy Convention 1964 (122)*. It acknowledges that there is a human rights dimension to work. It serves as a framework for member states who want to make national employment policies.



1966

The United Nations adopts the *International Covenant on Economic, Social and Cultural Rights*, which says that "the right to work ... includes the right of everyone to the opportunity to gain his living by work which he freely chooses or accepts, and [states should] take appropriate steps to safeguard this right".



1995

The *World Summit on Social Development* acknowledges the relationship between employment and development.



1997

European Union member states establish a set of common objectives for creating more and better jobs through the *European Employment Strategy*. They agreed on yearly monitoring procedures and indicators (quantified measurements, targets and benchmarks) to monitor and evaluate progress.



2000

The United Nations General Assembly underlines the importance of full, productive and freely-chosen employment to social and economic progress.



2004

In Africa, an Extraordinary Summit on employment creation and poverty reduction convened in Ouagadougou adopts a *Declaration on Employment and Poverty Alleviation in Africa, a Plan of Action for the Promotion of Employment and Poverty Alleviation and a Follow-up Mechanism and Evaluation*.



2005

Heads of state at the *World Summit* “resolve to make the goals of full and productive employment and **decent work** for all, including for women and young people, a central objective of [their] relevant national and international policies, as well as [their] national development strategies, including poverty reduction strategies, as part of [their] efforts to achieve the Millennium Development Goals”.



2008

The United Nations expands the Millennium Development Goals to include a new target for employment, recognizing that decent and productive work for all is central to addressing poverty. Four new employment indicators call on all countries to report progress with data broken down by sex and urban/rural differences.



2010

The G20, meeting in Seoul, agree on 25 clear, future-oriented, collective commitments called *The Seoul Development Consensus*. It offers a new approach to designing economic policy frameworks that lead to both growth and global development goals such as poverty reduction and employment generation

Meanwhile, at a historic conference in Oslo, the International Monetary Fund, along with other international leaders, calls for an employment-focused policy response to the global economic downturn.





2011

The *OSLO Conference on Macro and Growth Policies* in the Wake of the Crisis reached a broad consensus that we have entered a very different world in terms of policy making in the wake of the international financial crisis of 2008. In the age-old discussion of the relative roles of markets and the state, the pendulum has swung toward the state.



2012

In response to the high level of unemployment in Europe, the European Commission launches an "employment package" to:

- support job creation with reduced taxes on labour and hiring subsidies and exploit the potential of sectors like the green economy, information technology and health care
- help workers succeed and move in the labour market by investing in skills, based on better forecasting of need, and by promoting the free movement of workers
- strengthen monitoring of employment policies in EU countries so that employment and social concerns do not lag behind economic ones.



2013

The World Bank dedicates its annual *World Development Report* to the question of jobs. It says "Jobs are the cornerstone of economic and social development. Indeed development happens through jobs."

In the same year, *Latin America's Declaration of Medellin* (Organización De Los Estados Americanos, 2013a) reaffirms that decent work, productive employment and social inclusion should be objectives that cut across economic and social policies and commits its labour ministers to an action plan (Organización De Los Estados Americanos. 2013b).

1.4. What are countries in the developing world doing about employment policy?

Mounting concern about employment has led many developing countries to formulate national employment policies and to strengthen the employment dimension of their **national development frameworks**. A national development framework is a country's overall plan that sets out its priorities for development over a period of time. Overall, employment has become more present in national development frameworks. In some countries, it is illustrated by the names they are given, for instance The Growth and Employment Strategy in Cameroun and the Strategy for Accelerated Growth and Employment Promotion in Togo.

The EmPol Gateway is an ILO database that has information about national development frameworks and national employment policies in 63 countries. Of these, 27 have adopted a national employment policy, mostly since the global financial crisis of 2008. Eighteen are in the process of developing one. Five countries are in the process of revising their policy to better respond to the new employment challenges. There is evidence that countries are increasingly moving away from tackling employment issues solely through the use of **active labour market policies**, such as direct job creation and hiring subsidies. They are moving towards developing and adopting comprehensive national employment policies, bringing together various measures, programmes and institutions that influence the demand and supply of labour and the functioning of labour markets.

National employment policies around the world

In **Asia**, current or former centrally planned economies (such as China, Nepal, India and Viet Nam) have adopted a legislative approach. This is less obvious in Asian countries that have always been market-oriented. In East and South-East Asia (Singapore, Indonesia, Philippines, Cambodia) policies are geared towards global integration as a core element of growth and employment promotion (ILO, 2010d). It is either addressed as part of their national development plans or in specific employment policy documents.

In **Africa**, there has been a focus on employment-friendly **poverty reduction strategies** as well as national employment plans. Following the Ouagadougou Summit on Employment in late 2004, employment issues became more prominent in poverty reduction strategies. There is a growing recognition of productive employment as critical to both growth and sustainable poverty reduction. The African Union and regional economic commissions have contributed to the recognition of the centrality of employment.

Following the Arab spring of 2011, some **Arab countries** have started the process of developing comprehensive national employment policies, such as Tunisia and Morocco. These countries have moved from active labour market policies that were limited to young college graduates to more comprehensive policies that address the many other employment challenges faced by the region.

In **Eastern and Central Europe**, many countries have endorsed national employment policies. These are mainly focused on:

- active labour market policies (especially for youth). Active labour market policies focus on stimulating employment through things like direct job creation and hiring subsidies.
- improving employment services
- strengthening social protection of the unemployed
- promoting skills training and other ways to develop human capital
- encouraging active ageing.

Developing an employment policy is a requirement for countries to be eligible for entry to the European Union. Their policies must conform to the **social European model** and the European Employment Strategy. The social European model promotes sustainable economic growth and high living standards and working conditions. The big objective must be to create a more equal society: ending poverty and poverty wages, guaranteeing fundamental human rights, essential services and an income that enables every individual to live in dignity. The model includes a commitment to full employment, social protection for all citizens, social inclusion and democracy.

In **Latin America**, there is a tendency to focus on specific action plans to address youth employment as well as conditional cash transfers. These are cash grants to poor families that are conditional on things like enrolling children in school and getting preventive health care. Some countries in the region (such as Argentina and Brazil) also have well-developed approaches to the **informal economy**. Informal economies are economic activities that do not have laws, such as labour laws, governing them or structured practices, such as paying formal wages.

Strengthening the employment dimension of national development frameworks

The International Labour Organization's EmPol Gateway database shows 24 countries with national development frameworks. Of these,

- 16 include employment as a key element of their strategic objectives.
- 13 have a section devoted to employment.
- 11% refer to national employment policies as a document that should be formulated or implemented.
- 14 have specific **employment targets** alongside growth or poverty reduction targets. These reflect national priorities (for example: create 80,000 jobs over 2010-2014 in Honduras; reduce the unemployment rate from 7.6% to 5-6% in Indonesia; raise the percentage of economically active women from 10 to 15% in Jordan).
- Almost half use "unemployment" as a top level target, although this indicator has limited usefulness in countries where many work in the informal economy.

Countries with national development frameworks increasingly treat employment as something that cuts across other policy areas. For instance, most now recognize that young people and women face special obstacles and have specific vulnerabilities and needs in the labour market. Most also recognize the need to stimulate sectors of the economy that generate decent jobs.

National development frameworks in developing countries all have some elements of an employment strategy, but what seems to be still lacking is a strategy for increasing employment as an objective of growth strategies, rather than simply as an outcome. Much of the focus is on “supply-side” interventions (making it easier for businesses to operate and hoping that will create jobs). While almost all national development strategies explicitly list job growth as a challenge, rarely do they state clearly how they will bring about this growth. There is still a strong need to pay attention to the “demand” side by building employment objectives into national growth strategies.

The social partners (employers' organizations and trade unions) are not frequently mentioned as stakeholders in national development frameworks. But we know that their participation in employment policy-making adds a different kind of knowledge to the traditional expertise of government. There seems to be some connection between this participation and a changing discourse about employment, with more attention to decent work principles, in several countries (d'Achon, 2011).

Other challenges remain as well. Countries need to turn political rhetoric into stated employment objectives with concrete actions. They need better linking between employment policies and the national budget. And they need to strengthen the labour-market system's ability to generate frequent and reliable data required for policy-making and reporting.

1.5. The ILO's approach to national employment policies

The International Labour Organization has developed an overall approach or framework for developing national employment policies. The following documents have provided guidance for this framework:

- The Employment Policy Convention, 1964 (No. 122)
- The 2003 Global Employment Agenda
- Implementing the Global Employment Agenda: Employment strategies in support of decent work, 2006
- The 2008 Declaration on Social justice for a fair globalization
- The 2009 Global Jobs Pact
- The 2010 Resolution on employment

The normative framework

The normative framework is composed of international labour standards that ratifying countries have committed to implement:

The Employment Policy Convention, 1964 (No. 122)

The *Employment Policy Convention* provides general principles for member states working on an employment policy. The document has been ratified by 108 countries as of December 2013. Convention 122 is one of the four standards that are the most significant from the viewpoint of governance. These four standards are "priority" instruments and ILO member states are actively encouraged to ratify them because of their importance for the functioning of the international labour standards system.

Here is a summary of the six key principles in Convention 122:

1. An employment policy should ensure jobs in quantity and in quality (full, productive and freely chosen employment).
2. Member States should explicitly commit towards employment, reflected in national legislation or key declarations of intent.
3. Employment policies should take into account the level of economic development and should be in line with national practices.
4. They should ensure that the economic and social policies all take into account the objective of employment and that they mutually support it.
5. Governments have to set up procedures or mechanisms through which employment-related measures can be decided upon and reviewed.
6. Consultations with social partners and key actors should take place both at the earliest stages of **policy formulation** and during the implementation process.

Convention No. 122 is supplemented by the *Employment policy recommendation, 1964 (No. 122)*, and the *Employment policy (supplementary provisions) recommendation, 1984 (No. 169)*. These recommendations outline policy approaches in greater detail. The ILO has adopted about 20 other instruments to guide advocacy and technical work in fields such as skills and enterprise development, employment services, the employment of persons with disabilities and other vulnerable groups, employment relations and multinational enterprises.

A guide on employment in international labour standards is available for those who seek more detailed information (see *Resources and Tools section*).

The policy framework

The policy framework gives policy advice that countries may want to follow or that can guide their policy process and content:

The Global Employment Agenda of 2003

The Global Employment Agenda sets out the framework for building national employment policy. The agenda places employment at the heart of economic and social policies. It aims at increasing productive employment but it underscores that work alone is not enough. What should be promoted is decent employment in which international labour standards, social protection and workers' fundamental rights go hand in hand with job creation. It calls for a wide-range of integrated and well-designed policy interventions, cutting across macro- and microeconomic dimensions and addressing both labour demand and supply.

The implementation strategy for the Global Employment Agenda (2006)

Implementing the Global Employment Agenda: Employment strategies in support of decent work organized the agenda around six main policy areas:

- Employment expansion
- Skills, technology and **employability**
- Enterprise development
- Labour market institutions and policies
- Governance, representation and advocacy
- Social protection

The 2008 Declaration on social justice for a fair globalization

This declaration reaffirmed the commitment “to place full and productive employment and decent work at the centre of economic and social policies”. It underscores the importance of decent work and promotes an integrated approach to achieving decent work objectives, because these objectives are “inseparable, interrelated and mutually supportive” (ILO, 2008, p. 2).

Following up on the declaration, the 2010 Resolution on employment, adopted by the International Labour conference, identified some areas which still need further action for governments and social partners (ILO, 2010a):

- Look at the role that macroeconomic policies (national, regional and global economic policies) can play in fostering growth and employment.
- Maximize the impact of policies in various economic sectors on employment.
- Reinforce non-discrimination and gender equality in employment.

- Promote strategies for the rural and informal economy.
- Reinforce the participation of trade unions and employers' organisations in formulating employment policy with government.
- Pay more attention to the quality and conditions of work, wage policy, freedom of association and **collective bargaining**.

The 2010 Resolution stresses the following points:

- The full economic and social growth potential of a society can only be realized if people are benefiting from a **social protection floor**.
- Social security schemes can only be financed with a sound economic and employment base.
- Freely-chosen employment requires respect for fundamental principles and rights at work.
- **Social dialogue** is essential, both for a fair sharing of the benefits of productivity gains and for a fair sharing of adjustment burdens in times of economic crises.
- Productivity gains and employment growth require an enabling environment for sustainable enterprise.

In 2014, the International Labour Conference adopted a second Resolution on employment (ILO, 2014). It reasserts that full and decent employment should be a major goal of public policies. It also reaffirms the importance of social dialogue as a tool to achieve this objective.



References

- D'Achon, E.** 2011. *Social partners and their engagement in national development plans. Lessons learnt from a decade of implementation of poverty reduction strategies* (Geneva, ILO).
- International Labour Organization (ILO)**, 1964. *Employment Policy Convention* (No. 122) (Geneva).
- . 2008. *Declaration on social justice for a fair globalization* (Geneva).
- . 2009. *Guide to the new MDG Employment Indicators* (Geneva). Available online at http://www.ilo.org/employment/Whatwedo/Publications/WCMS_110511/lang--en/index.htm.
- . 2010a. *Employment policies for social justice and a fair globalization*, recurrent item report on employment, Report VI, International Labour Conference, 99th Session, Geneva, 2010 (Geneva). Available online at http://www.ilo.org/wcmsp5/groups/public/@ed_norm/@relconf/documents/meetingdocument/wcms_126682.pdf.
- . 2010b. *Conclusion concerning the recurrent discussion on employment*. In *Resolutions adopted by the International Labour Conference at its 99th Session*, p. 5-16. International Labour conference, 99th Session (Geneva). Available online at http://www.ilo.org/wcmsp5/groups/public/@ed_norm/@relconf/documents/meetingdocument/wcms_143164.pdf.
- . 2010c. *World of work report 2010. From one crisis to the next?* (Geneva). Available online at: http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_145259.pdf.
- . 2010d. *General survey concerning employment instruments in the light of the 2008 Declaration on Social Justice for a Fair Globalization*, report of the Committee of Experts on the Application of Conventions and Recommendations, Report III (Part 1B), International Labour Conference, 99th Session, Geneva, 2010 (Geneva). Available online at http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_123390.pdf.
- . 2011. *Global employment trends 2011: The challenge of a jobs recovery* (Geneva). Available online at http://www.ilo.org/wcmsp5/groups/public/@dgreports/@dcomm/@publ/documents/publication/wcms_150440.pdf.
- . 2012a. *World of work report 2012: Better jobs for a better economy* (Geneva). Available online at http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_179453.pdf.

—. 2012b. *Global employment trends 2012: Preventing a deeper jobs crisis* (Geneva). Available online at http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_171571.pdf.

—. 2013a. *World of Work Report 2013: Repairing the economic and social fabric* (Geneva). Available online at http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_214476.pdf.

—. 2013b. *Estimates and projections of the economically active population, 6th edition* (Update October 2013), (Geneva).

—. 2014. *Conclusions concerning the second recurrent discussion on employment*. International Labour Conference, 103rd session (Geneva). Available online at http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_246169.pdf (p. 54-61)

International Organization for Migration (IOM). 2010. *World migration report 2010. The future of migration: Building capacities for change* (Geneva). Available online at http://publications.iom.int/bookstore/free/WMR_2010_ENGLISH.pdf.

Organización De Los Estados Americanos. 2013a. *Declaración De Medellín De 2013: 50 Años De Diálogo Interamericano Para La Promoción De La Justicia Social Y El Trabajo Decente: Avances Y Desafíos Hacia El Desarrollo Sostenible*, XVIII Conferencia Interamericana De Ministros De Trabajo, 11 al 12 de noviembre de 2013 (Medellín, Columbia).

Organización De Los Estados Americanos. 2013b. *Plan De Acción De Medellín 2013: 50 Años De Diálogo Interamericano Para La Promoción De La Justicia Social Y El Trabajo Decente: Avances Y Desafíos Hacia El Desarrollo Sostenible*, XVIII Conferencia Interamericana De Ministros De Trabajo, 11 al 12 de noviembre de 2013, (Medellín, Columbia).

United Nations (UN). 2011. *World population prospects: The 2010 revision*. (New York, Population Division, Department of Economic and Social Affairs). Available online at <http://www.un.org/popin/data.html>.

World Bank. 2013. *Jobs. World development report* (Washington D.C.).

Resources and tools



Global Employment Agenda

<http://www.ilo.org/employment/areas/global-employment-agenda/lang--en/index.htm>

Implementing the Global Employment Agenda: Employment strategies in support of decent work, ("Vision" document)

http://www.ilo.org/employment/Whatwedo/Publications/WCMS_103335/lang--en/index.htm

Guide for the formulation of National Employment Policies

http://www.ilo.org/emppolicy/pubs/WCMS_188048/lang--en/index.html

Guide on Employment Policy and International Labour Standards

http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---normes/documents/publication/wcms_233783.pdf

Employment Policy Convention, 1964 (No. 122) http://www.ilo.org/dyn/normlex/en/f?p=NO:RMLEXPUB:12100:0::NO::P12100_ILO_CODE:C122

Employment Policy (Supplementary Provisions) Recommendation, 1984 (No. 169) http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_ILO_CODE:R169

Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C087

Right to Organise and Collective Bargaining Convention, 1949 (No. 98) http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C098

Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C144

Consultation (Industrial and National Levels) Recommendation, 1960 (No. 113) http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:R113



**Bureau for Workers' Activities
(ACTRAV)**

International Labour Office
Route des Morillons 4
CH-1211 Geneva 22
www.ilo.org/actrav
actrav@ilo.org

**Employment Policy Department
(EMPLOYMENT)**

International Labour Office
Route des Morillons 4
CH-1211 Geneva 22
www.ilo.org/emppolicy
emp_cepol@ilo.org

ISBN 978-92-2-129343-9



9 789221 293439