



Sixth item on the agenda: Promoting youth employment (general discussion based on an integrated approach)

Report of the Committee on Youth Employment

1. The Committee on Youth Employment met for its first sitting on 31 May 2005. Initially, it consisted of 182 members (75 Government members, 53 Employer members, 54 Worker members). To achieve equality of voting strength, each Government member was allotted 954 votes, each Employer member 1,350 votes and each Worker member 1,325 votes. The composition of the Committee was modified six times during the session, and the number of votes attributed to each member was adjusted accordingly.¹
2. The Committee elected its Officers as follows:

<i>Chairperson:</i>	Mr. M.L. Abdelmoumene (Government member, Algeria) at its first sitting.
<i>Vice-Chairpersons:</i>	Mr. P. Anderson (Employer member, Australia) and Ms. S. Burrow (Worker member, Australia) at its first sitting.
<i>Reporter:</i>	Ms. M.L.G. Imperial (Government member, Philippines) at its eighth sitting.
3. At its eighth sitting, the Committee appointed a Drafting Group to draw up a draft resolution and draft conclusions based on views expressed during the plenary discussions, for consideration by the Committee. The Drafting Group was composed as follows:

¹ The modifications were as follows:

- (a) 1 June: 222 members (91 Government members with 612 votes each, 68 Employer members with 819 votes each and 63 Worker members with 884 votes each);
- (b) 2 June: 227 members (103 Government members with 3,819 votes each, 57 Employer members with 6,901 votes each and 67 Worker members with 5,871 votes each);
- (c) 3 June: 205 members (105 Government members with 33 votes each, 45 Employer members with 77 votes each and 55 Worker members with 63 votes each);
- (d) 9 June: 148 members (112 Government members with 323 votes each, 19 Employer members with 1,904 votes each and 17 Worker members with 2,128 votes each);
- (e) 10 June: 138 members (113 Government members with 156 votes each, 13 Employer members with 1,356 votes each and 12 Worker members with 1,469 votes each);
- (f) 14 June: 139 members (115 Government members with 143 votes each, 13 Employer members with 1,265 votes each and 11 Worker members with 1,495 votes each).

Government members: Mr. P. Barker (New Zealand), Ms. O. Olanrewaju (Nigeria), Ms. M.S. Paysse (Uruguay), Mr. J.C. Sibbersen (Denmark) and Mr. G. Weltz (United States)

Employer members: Mr. P. Anderson (Australia), Ms. F. Awassi Atsimadja (Gabon), Ms. L. Horvatic (Croatia), Mr. D. Kelly (Canada) and Mr. V. Van Vuuren (South Africa)

Worker members: Ms. S. Burrow (Australia), Ms. Y. Ilesanmi (Nigeria), Mr. M. Lambert (Canada), Ms. J. Stephens (United Kingdom) and Ms. E. Toth Mucciacciaro (Croatia)

4. The Committee held 15 sittings.
5. The Committee had before it Report VI entitled *Youth: Pathways to decent work*, prepared by the Office on the sixth item on the agenda of the Conference: Promoting youth employment (general discussion based on an integrated approach).

Introduction

6. In his opening statement, the Chairperson emphasized the timeliness of the Committee's discussion on youth employment. He pointed to the international community's growing concern with employment of young people, as evidenced by the establishment of the United Nations Secretary-General's Youth Employment Network (YEN), the recent adoption of the United Nations General Assembly resolution on promoting youth employment, and the specific reference to decent and productive work for young women and men in the Millennium Development Goals (MDGs) of the United Nations. The discussion would provide an excellent opportunity for the tripartite constituents of the ILO to review not only the most effective strategies in the area of youth employment but also to assess the different tools at the disposal of member States in implementing such strategies, including through international labour standards and ILO policies, programmes and technical cooperation.
7. The representative of the Secretary-General of the Conference introduced the Office report entitled *Youth: Pathways to decent work* and outlined its main elements. She recalled that youth employment had been an item for general discussion at the International Labour Conference (ILC) in 1986, following the 1983 resolution concerning young people and the ILO's contribution to International Youth Year. Since then, the Office had implemented a number of initiatives, which provided the ILO with both knowledge and experience. A resolution concerning youth employment was adopted in 1998. The question of youth employment and training had also received significant attention in 2000 when the Conference held a general discussion on human resources training and development. The ILO was playing a leading international role in promoting the employment of young people in the framework of the YEN, was supporting lead countries on the development of national action plans on youth employment, and was preparing an analysis of those plans in order to evaluate progress made to date. The ILO was also committed to the MDGs of the United Nations, in particular to Goal 8, which set as a target the development and implementation of strategies for decent and productive work for youth, in collaboration with developing countries. Those activities were a reflection of the long-standing commitment of the ILO and its constituents to the creation of decent work for all young women and men, and were promoted through the Decent Work Agenda and its employment pillar, the Global Employment Agenda (GEA). Consistent with that commitment, Strategic Objective No. 2 of the ILO's Programme and Budget proposals for 2006-07 specified as an output that "ILO constituents have improved data, methodologies, best practice examples and technical support to develop and implement integrated,

effective and inclusive policies and programmes to promote opportunities for young women and men to obtain decent and productive work.” Lastly, the speaker stressed that clarity was sought on action required to ensure that international labour standards adequately addressed youth employment, as well as on the priorities for the ILO’s policy, research, advocacy and technical assistance with regard to promoting decent and productive work for youth.

General discussion

8. The Worker Vice-Chairperson stressed the importance of the discussion on decent work for youth. She gave five examples of youth in various countries facing particular hardships or challenges, in order to demonstrate the wide diversity of youth employment problems. All the examples represented situations that were serious and warranted attention. However, some situations were more severe and permanent than others because they reflected disadvantage and discrimination perpetuated from one generation to another. The available evidence also clearly indicated that young girls, ethnic minorities and youth with disabilities were particularly disadvantaged in the labour market because they faced multiple forms of discrimination.
9. The Workers’ group strongly endorsed the suggestion in the Office report that youth unemployment and underemployment imposed heavy and prolonged costs. For the individual young person, unemployment or poor quality work had drastic immediate implications, which also affected employment and income opportunities later in life. There were also profound social implications to lack of decent work, which influenced virtually all facets of life. For society as a whole, decent work deficits for youth meant that human and social capital were depleted and economic growth was forgone; public resources spent on education and training were not being utilized effectively; and the tax base was eroded as the cost of welfare rose.
10. The Workers’ group was pleased with the Office report’s recognition that the traditional notion of an orderly transition from school to work was a myth for the majority of young people. The dramatic erosion of traditional transition mechanisms highlighted the fact that analysis and policy prescriptions, which were based on life patterns or practices applicable in industrialized countries, might not be entirely transferable to other regions. Effective prescriptions for pathways to decent work for youth required a clear understanding of the particular root economic and labour market problems underlying decent work deficits in the different regions.
11. The Workers’ group agreed with the Office report that faster economic growth and the provision of decent work for youth were important ingredients for promoting social stability and global security. It was universally recognized that decent work for youth could not be based on merely distributing the existing pool of good jobs more evenly: it was necessary to achieve a significant expansion of decent employment opportunities. That would require a considerable increase in aggregate demand in most countries through the reform of international policies to provide more policy space and increased international support for developing countries, as well as some increased flexibility within national monetary and fiscal policies. Such reforms constituted a necessary condition to produce pathways to decent work for youth, but would prove insufficient without an appropriate mixture of meso- and micro-level policies, including active labour market policies (ALMPs), industrial policies, wage policies and, most importantly, a renewed commitment to free education for all.
12. The speaker drew attention to the conclusions of the ILO Tripartite Meeting on Youth Employment: The Way Forward, held in October 2004. She believed that the conclusions

could be improved in four respects, namely by: focusing on policies that would reverse the increasing tendency for youth to be stuck in precarious, temporary, casual and other types of dead-end jobs; promoting policies that would reverse widening income disparities and overcome the tendency for young people to be stuck in low-paid jobs; elaborating international and national policies to extend the protection provided by the employment relationship and labour legislation to all young dependent workers who were currently denied that protection; and taking into account the conclusions of the Conference's general discussion on migration (2004), which stressed that migration under decent conditions could boost economic growth in both industrialized and developing countries.

13. Nevertheless, the Workers' group found the conclusions on youth employment from October 2004 to be balanced in two important respects. First, the conclusions recognized that improving the labour market position of youth would require action at both international and national levels and, in the national context, would involve a mix of policies at the macro, meso and micro levels. Second, the conclusions tried to reflect the needs of all regions and countries with vastly different labour market situations and, in that sense, they were generic conclusions that were broadly applicable to all countries.
14. The Workers' group suggested that the Committee endorse and adopt the conclusions, and use them as the generic first chapter of its own conclusions, which were applicable to all regions and all countries. A second chapter, based on the Committee's current discussions, would be more detailed and specific, and should focus more closely on those regions and countries that faced the greatest challenges in respect of youth employment, primarily developing countries. The content of the second chapter would need to: detail the policies required at international and national levels to boost aggregate demand in developing countries; describe in greater detail the economic policies required to enhance the employment intensity of economic growth in developing countries; and provide policy orientations to enhance productivity and decent work in the informal economy, and also to expand decent working opportunities through a renewed focus on infrastructure development and an extension of health, education and related services. Those two parts should constitute a practical implementation strategy for the ILO on decent work for youth.
15. Lastly, the Worker Vice-Chairperson stressed that, although ALMPs could provide solutions to youth employment problems in developing countries, the choice of policy prescriptions should be based on hard empirical evidence concerning their effectiveness. For example, the evidence suggested that one of the most important investments that governments could make was to ensure free universal education. Furthermore, in developing more detailed policies to promote pathways to decent work for youth, the Committee would need to focus on the implementation of labour legislation, improved labour inspection, effective utilization of tripartite dialogue, and the promotion of freedom of association and collective bargaining. The Workers' group intended to propose a major campaign to promote those standards that were most relevant to youth.
16. The Employer Vice-Chairperson recalled the importance of international social dialogue to promote youth employment, and stressed that the conclusions should provide leadership. Youth employment was of utmost importance to employers because they were the bedrock institution for employment promotion, and had a considerable role to play in shaping and influencing youth employment through an enabling environment.
17. He recalled that a great deal of work had already been done on the issue of youth employment, including: the adoption of five formal ILO resolutions between 1978 and 1998 and the ILO's ongoing focus through the GEA; the adoption of the United Nations Millennium Declaration in 2000; the YEN, which had provided guidance to countries on developing national action plans; and the tripartite discussion on youth employment in October 2004. Those efforts represented a substantial commitment by the international

community, yet were only a subset of more considerable work done on a daily basis at the national level, which included unilateral, bilateral, collective and tripartite initiatives in industrialized, transition and developing countries. However, changing circumstances required new analysis of the problem and potential solutions, and more emphasis on action to overcome the slow pace of translating policies into practical programmes and deliverable outcomes.

18. The speaker noted that more young people were in employment than a decade previously, as a result of global economic growth. And more young people were in education than a decade before. Yet much more was needed. Employment promotion had the potential to transform a society; youth employment promotion could transform a generation.
19. Therefore, solutions should be realistic. The global problem of youth employment might not be solved by the global economy but, without making globalization part of the solution at the national level, there would be no chance of meeting that challenge. Countries could not continue to depend on the international community to come to their aid and make policy decisions on their behalf at the national level. Lastly, investment, which was essential for job growth, occurred only in circumstances where it was safe and viable to invest, and where a solid human capital base existed.
20. Although shared principles and common experiences existed between countries, there was also great diversity in national capacities, experiences and circumstances, especially between developing and industrialized countries. Youth themselves varied in their needs and expectations. Consequently, there was no single policy approach.
21. The Employer Vice-Chairperson proposed the following key themes: broad support for policies aimed at reducing youth unemployment, improving education and creating an investment environment conducive to job growth; suitable preparation of jobseekers; entrepreneurship development; and strong public-private partnerships to develop lifelong learning and increase investment in people. He proposed a “back-to-basics” approach, focusing on: basic principles that governed economic growth; basic principles that governed employers’ decisions to undertake investment; basic skills such as literacy among young people; basic principles on employability and vocational training; and basic principles concerning a regulatory framework that facilitated employment and removed barriers to entrepreneurship.
22. He underlined that youth employment was one dimension of broader employment promotion. The creation of employment opportunities depended on creating the conditions for a competitive private sector, an effective public sector, ALMPs, and a mature approach to migration. Globalization had the potential to create high-quality jobs for young people, but only if the right conditions existed at the national level. However, employment could not be created by legislation and regulation, and sometimes the impact of regulation could be counter-productive, especially for those on the margins of the labour market, such as youth. The speaker also joined the Workers’ group in cautioning that youth employment must not be promoted at the expense of other groups, noting the need to promote overall employment growth.
23. The Employer Vice-Chairperson drew attention to the need to focus more on the supply side: what motivated young people? were they well informed? did they know about job opportunities and how to access them? In many countries, young people either had no access to proper education and training or had access to inadequate systems that did not prepare them for the labour market. Education, vocational training and apprenticeships were key to youth employability.

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24. The Employers' group called for the following: creating an economic framework for investments and job creation for young people; emphasizing education and basic skills for young people; promoting relevant vocational education training for employable skills; and encouraging investment in entrepreneurship and small and medium-sized enterprise (SME) development. Those issues were a product of the collective learning experience, and were compatible with the YEN's "four Es" (employability, entrepreneurship, equal opportunities and employment generation).
 25. The speaker concluded by noting the common ground between the tripartite partners. While governments were primarily responsible for creating the enabling environment for youth employment, employers had a specific role to play and contribution to make.
 26. The Government members' interventions in the general discussion have been grouped according to theme rather than presented chronologically, to facilitate an understanding of the key issues, experiences and views expressed.
 27. The Government member of Jamaica, speaking also on behalf of the Government members of Barbados, Suriname, and Trinidad and Tobago, drew attention to the crucial role of youth employment in small developing economies. The creativity of youth made small economies more competitive within the global economy. He stressed the significance of the social impact of lack of work for young people, including increased crime, violence and exposure to HIV/AIDS.
 28. The Government member of the Democratic Republic of Congo emphasized that youth employment was one of the most important challenges in post-conflict countries where the generation of productive employment was the only way to fight against poverty. In that regard, a strong focus on youth was needed since the youth population in his country constituted a large proportion of the population, as well as approximately 80 per cent of the unemployed. Consequently, the Democratic Republic of Congo had prepared, with ILO support, a national programme for employment creation.
 29. The Government member of Algeria noted that employment for young people was closely linked to the health of the economy of individual countries. Particular attention should be paid to specific sectors that created jobs. The economic growth rate in Algeria had a significant and observable impact on employment, particularly for youth.
 30. The Government member of New Zealand agreed that the experiences of young people in developing countries differed greatly from those in developed countries and indicated his hope that commonalities could be found in the discussion. Pointing to the conclusions of the Tripartite Meeting on Youth Employment: The Way Forward (Geneva, October 2004), he supported the idea of the ILO playing a leading role in the promotion of youth employment. He encouraged the Committee to focus on four areas of discussion: first, how youth employment fitted with national decent work action plans; second, how to develop measurements to quantify progress; third, how to generate a tool kit of varying options that nations tackling youth employment could choose from; and, finally, the need for a synthesis of evaluations of country-level programmes focusing on youth employment.
 31. The Government member of Côte d'Ivoire stated that youth unemployment was a waste of human resources, in particular in his country where more than 80 per cent of the unemployed were young people. Recent crises had worsened the situation, leaving many outside the production system when they should be contributing. He added that in his country, as in most developing countries, a special focus should be put on ensuring political and social stability and good governance, as the basis for sustainable development. It was equally important to discourage actions that would increase the economic dependency of developing countries.

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32. The Government member of Nigeria, speaking on behalf of the Africa group, observed that youth unemployment was an immediate challenge in Africa, which faced serious problems such as armed conflicts, HIV/AIDS, the consequences of globalization, and international debt. She added that African countries needed international cooperation and support to reverse trends of stagnated growth and dwindling aid and to learn how to make globalization work positively in each country.
 33. The Government member of South Africa endorsed the comments made on behalf of the Africa group and added that youth unemployment posed complex economic, social and moral policy issues. He described the negatively reinforcing problems of low growth rates leading to insufficient employment and, in turn, to diminished capacity by the State to deliver services and to govern, all potentially leading to political instability and civil strife. He emphasized that policy interventions focused on youth would fail if not undertaken in the context of measures to address the whole economy.
 34. The Government member of the Islamic Republic of Iran reflected on the findings of the Office report and the continuing high levels of youth unemployment despite sustained national and international efforts. He called for global unity and coherence to ensure that globalization would secure the necessary conditions for improvements in employment for young people, noting the need for more equitable income distribution, trade rules that ensured fair benefits, and pro-employment growth policies, among other issues.
 35. The Government member of Kenya observed that, given the high proportion of young people in Kenya's population – over 60 per cent – solving the youth unemployment problem was “50 per cent” of that country's development challenge.
 36. The Government member of Egypt highlighted the particular importance of ALMPs. The first pillar of ALMPs was equality, which had been guaranteed by the Constitutions of all the member States. The second pillar, entrepreneurship, was difficult to promote in Egypt and in other developing countries, owing to limited credit access for youth to start their own businesses and to a shortage of business development services. Another important aspect of ALMPs for youth employment was the need to set in place incentive frameworks for investment, since jobs could not be created by legislation. Jobs were best created within booming markets, not just the labour market, but also the financial, technological and information markets. Finally, the speaker raised concern about the obsolete nature of many existing training curricula that were not enterprise-based and posed challenges for enhancing employability. Many governments lacked resources to update those curricula because World Trade Organization (WTO) regulations had put their economies in crisis.
 37. The Government member of Ecuador added that a special unit had been created in the Ecuadorian Ministry of Labour to help young people find employment and create their own enterprises. The programme had already trained 1,000 young people and was expected to create 2,000 jobs. As with other countries, skills training and enterprise development were key issues in Ecuador.
 38. The Government member of Nigeria, speaking on behalf of the Africa group, noted the positive lessons from countries such as Cameroon, Djibouti, Nigeria, Senegal, South Africa and Zambia, commenting particularly on the positive effect of integrating employment-intensive programmes for young people into national investment policies, and the value of integrating training, work experience and labour market services.
 39. The Government member of Luxembourg, speaking on behalf of the Government members of the Committee Member States of the European Union (EU), expressed the EU's continuing support for the approach set out in the report of the World Commission on the Social Dimension of Globalization and the Decent Work Agenda. She stated that youth

employment should be incorporated into all social, employment and economic policies. She gave as an example the European Employment and Social Inclusion Strategies, and the European Youth Pact, noting that the latter incorporated a life-cycle approach to integrating issues of education, training and lifelong learning, social integration and balancing work and family life.

40. The Government member of Denmark introduced “flexicurity” as an effective labour market approach which helped his country balance the rights and social protection of individuals with the immediate and long-term needs of the labour market. The Danish social partners supported that model within an overall labour market strategy that ensured that everyone was able to access the labour market, and that enterprises could access workers with appropriate skills. Denmark’s ALMP focused on education and lifelong learning, and on making sure that unemployed persons – particularly youth – found new employment as quickly as possible.
41. The Government member of Lebanon observed that the labour market was a market in knowledge, which was subject to rapid changes from day to day within the overall context of globalization and competitiveness. Youth had the right to work and to exploit the possible opportunities for them to work. At the same time, youth needed to be competitive. Human resources development, through relevant education and training answering the needs of today’s society, was fundamental for improving productivity. In that regard, the speaker highlighted the need for a strategy; without one, even people with education and training might not be able to find jobs.
42. The Government member of Mexico stressed that the most important issue for his country was training and hoped that the discussion and conclusions of the Committee would emphasize best practices, specifically with regard to experiences in training young people and promoting an easier transition from education to employment.
43. The Government member of New Zealand observed that, despite the comparatively high education attendance levels in New Zealand, there still remained a significant number of young people who did not complete education and training. The Government aimed to tackle the issue by setting the goal that by 2007 all 15-19 year-olds would be either in employment, education or training. Some progress had already been made towards that goal – the share of young people who were not currently in employment, education or training was less than 9 per cent, down from 15 per cent two years previously.
44. The Government member of Jamaica, speaking also on behalf of the Government members of Barbados, Suriname, and Trinidad and Tobago, explained that education and training were essential for maximizing youth employment because they enabled a young person to be more employable, particularly to take full advantage of jobs generated in certain sectors of an expanding economy, and to access better jobs. He hoped that the ILO would raise support from the international agencies to help small developing economies create jobs on a sustainable basis and implement an adequate education and training system. Bilaterally, small countries should enter into strategic partnerships with other small countries and with industrialized countries. At the local level, partnership was needed between government, employers, trade unions and other community-based organizations. He drew attention to some areas of consensus – notably, the focus on employability through training and certification systems. At the same time, he stressed that training should focus not only on obtaining a job but also on making youth flexible and adaptable in light of constantly changing labour markets.
45. The Government member of the Libyan Arab Jamahiriya took pride in the young people of his country, who made up more than 50 per cent of the population. However, he said that strategies to ensure employment opportunities for them were critical, comprising the

development of microcredit, small and medium-sized enterprises and, most importantly, education and training, which were specific to different sector and employer requirements. He added that one of the challenges for his country and others in the developing world was the emigration of educated young people, and the need to ensure that decent jobs were available for them in their own countries.

46. The Government member of Kenya stated that the provision of basic universal education and vocational training was fundamental for tackling the youth employment challenge. At the same time, she pointed out that, while primary education was better than no education, it alone would not transform a pupil into a worker, as he or she would still be unable to gain access to reasonable work, let alone decent work. She emphasized the need to equip youth with basic, modern and marketable skills.
47. The Government member of India noted that the majority of youth entering the Indian labour market were illiterate, but that barriers to employment also existed for more educated young people, who lacked the technical and professional skills required by employers, resulting in higher unemployment among educated youth and inviting social unrest. He described India's employment creation programme, which included aspects of skills development, such as the introduction of a multiskilling and multi-entry system, but noted the need for a sustainable increase in current training efforts to adequately equip the labour force.
48. The Government member of Mozambique expressed support for statements made by the Government member of Nigeria on behalf of the Africa group. In the case of Mozambique, he stated that young people faced worse labour market outcomes, partly due to a lack of skills. That lack of skills was in part attributable to the inadequate capacity of technical and vocational institutions to meet the demand for skills, and the mismatch with skills demanded by the labour market. In addition, there was a lack of reliable information about changing skills needs, and a lack of resources to respond.
49. The Government member of Indonesia discussed her country's experience as a YEN lead country. The Government had established the national Indonesia Youth Employment Network (I-YEN) in 2003. The I-YEN was a collaborative effort involving a wide range of government agencies, employer associations, trade unions, and young people themselves. The I-YEN had launched the Indonesia Youth Employment Action Plan in August 2004 and had developed school programmes to promote entrepreneurship.
50. The Government member of Senegal described how more than half of the population was young and 65 per cent of the unemployed were below the age of 35 years in his country. As part of its participation as a lead country in the YEN, the Government had taken five youth employment measures. In 2001, it had earmarked US\$20 million for a national fund which would be used to finance youth-focused initiatives, such as credit access for young people for starting small businesses, and which should lead to the creation of 12,500 jobs and to the formation of 2,300 micro-enterprises. Senegal had also developed a national agency for youth employment where young people could go to look for work and employers could go to seek workers, thus improving the match between supply and demand. The Government had established a national volunteer agency to promote citizenship awareness and provide training to young people, particularly in areas of agricultural production. National "tool centres" had also been created to train young people to become artisans, agricultural workers, etc. The 34 existing tool centres were expected to result in 10,000 jobs for young people. Lastly, the Government had established a national programme specific to youth.
51. The Government member of Canada expressed full support for the United Nations Millennium Development Goals, endorsed the ILO's leading role in the YEN and

encouraged the participation of other multilateral organizations in it. Her Government wished to continue working with the ILO through the YEN in order to help young people gain skills.

52. The Government member of the United Republic of Tanzania gave examples of how his Government was putting into practice the recommendations of the Youth Employment Summit (Mexico, 2004) and the directions of the YEN to address the MDGs, with a current focus on mapping the quantity and location of and the requirements, potential and prospects for decent work for young people, who made up over 60 per cent of the active population in the United Republic of Tanzania.
53. The Government member of China commented that, despite high economic growth of 9 per cent per annum in the past decade, youth unemployment remained unacceptably high. He explained that the Government would promote youth employment through the implementation of ALMPs, the establishment of a YEN office in China in May 2005 and a youth entrepreneurship programme implemented with the assistance of the ILO and the United Kingdom. China would be focusing on four areas for priority action: assistance to poor youth, particularly access to education; addressing rural-urban disparities; combining education with internship; and policies to support entrepreneurship.
54. The Government member of the United States pointed out that, as a follow-up to the elimination of child labour, there was a need to help young people become productive, empowered and engaged, which was not a simple task. He emphasized the immensity and diversity of the employment challenges facing youth, which indicated that there was no single solution. It was essential to identify the most disadvantaged youth for targeted programme intervention. The strategic approach adopted in the United States was based on four pillars: focus on alternative education and wider schooling; coordination of skills investment; concentration on the needs of the most disadvantaged youth; and accountability in attaining strategic outcomes.
55. The Government member of Ecuador stated that her Government gave priority to two issues that it considered to be the main pillars for a democratic and stable society: health and education. Education and training programmes were aimed at overcoming problems faced by young people, who made up almost one-third of the country's workforce. Nine per cent of young people between 18 and 30 years of age were unemployed or underemployed. The Committee's conclusions would be taken into account during a forthcoming law revision.
56. The Government member of the United Republic of Tanzania commented on the value of technical assistance received from the ILO in building approaches to facilitate the free movement of labour in East Africa, and called for further assistance in the areas of research, data and microcredit to enhance youth empowerment.
57. EU approaches, as described by the Government member of Luxembourg, incorporated complementary efforts towards job creation, school-to-work transition, working conditions and improved employability. She added that the EU had included youth employment in its development and external cooperation priorities.
58. The Government member of Norway shared the experiences of her country with policies for 16-24 year-olds. The five main elements were: the introduction of a statutory right for 16-21 year-olds to three years of upper secondary education, leading to vocational and higher education qualifications; apprenticeship training as part of the upper secondary entitlement, which included a subsidy for the on-the-job training element; a country-level follow-up service to reach young people who were neither working nor in school; the "youth guarantee" programme which offered places on labour market programmes to

young people under 20 years of age who were not in work or at school; and, finally, the public employment service, which provided placement assistance, job search skills and counselling.

59. The Government member of Japan reported on the Symposium on Globalization and the Future of Youth in Asia held in Tokyo in December 2004, which included the participation of 14 countries from the Asia region, and was assisted by the ILO. He noted the relevance of the Symposium conclusions – particularly those relating to the need of societies to support the voluntary contribution of young people by creating an enabling environment for young people – to the discussion and future conclusions of the Committee.
60. The Government member of Denmark noted that the Government had established a target for job creation and had had considerable success with its efforts to reduce youth unemployment. Currently, the unemployment rate for youth aged from 18 to 25 years was the same as that for the general population; however, for immigrant youth the rate was twice as high. Denmark used management by objectives to ensure that its policies were effective, and relied on the social partners to regulate a large part of the labour market through collective bargaining.
61. The Government member of Kenya recalled that, of the jobs available in her country, 94 per cent were in the informal economy, and that those jobs lacked most forms of protection and were short term at best. She also noted that 90 per cent of those employed in such jobs were young people, and that there was a real need to develop practical approaches for translating jobs in the informal economy into decent, sustainable jobs.
62. The Government member of Mozambique expressed similar points regarding his country, where only 5 per cent of the working population actually had a wage job and only 11 per cent worked in the formal sector. While secondary and tertiary sector activities had shown signs of recovery over recent years, he stated that the primary sector still constituted the main source of employment for youth, normally engaged in subsistence family businesses. In that regard, he asserted some gender differences in the youth labour market, where 59 per cent of young women stayed in the rural areas while young men actively sought work in the urban areas.
63. The Government member of the Netherlands shared the successful, concrete and action-oriented experience of the Netherlands, where the youth unemployment rate had fallen to 7.9 per cent in 2004. Some of the youth-specific programmes included the establishment of the Youth Unemployment Task Force, as well as a policy approach that emphasized the smooth transition from school to work.
64. The Government member of India shared some of the situations and experiences of India. He noted that there were 7 to 8 million young entrants to the labour market every year. Lack of basic skills, mismatch of skills with needs, lack of growth in the jobs available in the formal economy, the impact of structural adjustment on the recently hired and jobseekers, and the lack of financing for entrepreneurship all contributed to unemployment and employment in poor quality jobs for young people. India's Tenth Five-Year Plan included an objective to generate 50 million additional employment opportunities: 30 million through the normal economic growth process and 20 million through the implementation of special employment programmes. He stated that such special employment programmes had a sectoral focus, such as agriculture, construction, tourism, and information and communication technology sectors, as well as skills development, including targeted programmes for disadvantaged youths. The social partners were closely involved in that process with complementary roles.

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65. He stressed that the Constitution of India aimed to achieve the central objective of international labour standards, which was to promote freely chosen productive employment. In the Indian context, where the informal economy formed a significant part of the overall economy, he noted the need to emphasize the promotion of SMEs, which were recognized for their tendency to be employment-intensive. With respect to the supply side of the labour market, he noted the need for a sustainable step up in the current training efforts to adequately equip the labour force.
66. The Government member of Tunisia acknowledged that employment was closely linked to economic growth, but that such linkage diverged from one country to another. He stated that some of the sources of such diversity might lie in the position of youth in the labour market, demographic factors and level of educational attainment. He particularly emphasized the importance of family planning and universal compulsory education. He noted that Tunisia had a successful policy experience in meeting employment and youth employment challenges through the implementation of programmes to provide employment to youth funded by the Tunisian Solidarity Fund and the National Employment Fund.
67. The Government member of Morocco emphasized that the youth employment challenge was a major preoccupation in Morocco. He explained that the declining trend in economic growth had worsened cyclical unemployment, exacerbated in recent years by large numbers of school leavers with degrees but without jobs. In view of such a situation, he described some of the efforts that had been made to tackle the consequences of youth unemployment and underemployment. He noted that such measures included the promotion of wage employment through the provision of training to boost the occupational skills of jobseekers, subsidized employment opportunities and incentives for youth entrepreneurship. He also touched on some of the targets of measures to promote employment, which included improved employability of youth in long-term unemployment, the expansion of direct employment opportunities and assistance in enterprise creation. On the demand side, he stated that some measures included assistance to businesses that were facing competitive pressures.
68. The Government member of Nigeria, speaking on behalf of the Africa group, cautioned that, in promoting youth employment, the Organization should not unwittingly encourage child labour and undermine the provisions of the Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182).
69. The Government member of the United Republic of Tanzania observed the particular transition issues faced by young people who had grown up as street children, orphans and other socially excluded groups.
70. The Government member of Canada agreed with the Worker and Employer Vice-Chairpersons, as well as with other Government members, in their commitment to elaborate a concrete action plan with clear orientations, specific objectives and deliverable outcomes. That suggestion was echoed by the Government member of South Africa. As reported by the Government member of Luxembourg, the EU called for a practical, action-oriented outcome with an action plan for global partnerships to exchange best practices and expertise.
71. The Government member of the Netherlands supported the view that the focus of the work of the Committee should be on developing countries. She supported the Employer Vice-Chairperson's call for "less talk and more action".
72. The Government member of India proposed an international skills development fund be established under the ILO umbrella for use by the developing countries to supplement

ongoing national efforts. He called for a more active role for the ILO in migration issues, particularly supporting the development of regional and global competency standards to facilitate the cross-border movement of skilled people, and for advocacy against restrictions to outsourcing.

73. The Government member of China proposed three objectives, which he hoped the Committee would achieve. As a first objective, he asked for a more appropriate direction for policy efforts with respect to youth employment. Secondly, he noted the need to achieve consensus on some of the issues, in order to put youth employment on a higher level. Thirdly, he emphasized the need for practical ways and methods to promote youth employment.
74. The Government members of South Africa and Nigeria, the latter speaking on behalf of the Africa group, both endorsed using the conclusions from the ILO Tripartite Meeting on Youth Employment: The Way Forward as the basis for discussion. The Government member of the Netherlands supported the Worker Vice-Chairperson's suggestion to adopt the conclusions of the Tripartite Meeting as Chapter 1 of the Committee's conclusions, also endorsing the Worker Vice-Chairperson's call to strengthen the conclusions in respect of precarious employment, income disparities, the employment relationship and migration.
75. The spokesperson for the International Young Christian Workers and the World Movement of Christian Workers made a statement concerning the vulnerable situation of young workers and the need to ensure that governments, workers and employers promoted decent and sustainable work through adherence to the principles of decent work and through their respective roles.
76. The Employer Vice-Chairperson, speaking in response to the opening statements of the Government members, was encouraged by the obvious commitment of the Government members to the search for solutions to the challenges of youth employment at both the national and international levels. He noted numerous synergies between the comments made by various Government members and the views of the Employers' group as reflected in his earlier statement. Specifically, he noted with appreciation the focus on youth employability by some Government members as well as the call by Government members for practical outcomes from the Committee. He expressed his appreciation for the fact that all Government members had recognized the need for economic growth and the need for relevant and up-to-date training as important components in the challenge of youth employment.
77. The Employer Vice-Chairperson noted other consistencies between the views of the Employers' group and Government members, namely the recognition that jobs would be created through enterprises and not through legislation, the recognition of the important role of entrepreneurship and ALMPs, the call for improvements in investment and productivity as factors affecting youth employment, the recognition of the importance of microcredit, and the call to improve literacy. The Employer Vice-Chairperson supported the requests of the Government members of New Zealand and the United States for the development and use of performance indicators and benchmarking to measure the progress of policies, and reiterated the need for the contribution of the Committee to be practical in nature. Finally, the Employer Vice-Chairperson acknowledged, as pointed out by the Government members of India and Kenya, that most youth worked in the informal economy in many countries.
78. The Worker Vice-Chairperson was also encouraged by the interventions of Government members so far. She reiterated her group's belief that a sustainable global economy depended on all ILO partners – governments, workers and employers – and the role each played in ensuring the functioning of a decent society. Governments, for example, had a

role in legislation, regulation and policy but also in the wise use of tax revenues, invested in creating the conditions for decent and functioning societies. Also, governments were employers and the public sector could provide a positive model and opportunities for labour market entry. Employers had a legitimate interest in profitable enterprises and, without that, economic growth might be constrained; however, she emphasized that employers also had a responsibility to those they employed. Finally, she noted that workers held the key to the global economy through their labour – which was not a commodity – and through the capital they held, as consumers, in their own right, and in the form of direct capital which was invested.

- 79.** The Worker Vice-Chairperson reminded the Committee to be cautious in accepting conclusions based on an economic model promoting trade liberalization, a free market economy, deregulation, globalization and tax reform, as the only route towards economic growth and well-being. She pointed out that that model, a product of the Washington Consensus, had been called into question by leading academics and even the staff of the international financial institutions. She stressed that the Workers' group saw areas of convergent interest on many points, including the need for increased investment expenditure, both public and private, in many developing countries. She emphasized that there was shared responsibility for ensuring that succeeding generations would have the benefit of labour standards and decent work, and that workers would not accept measures which would reduce access to decent work. She indicated that the Workers' group was not opposed to globalization, but the process needed to be better governed to ensure that a much wider range of countries could benefit from the process. She emphasized that migration and investment policies should not conflict with international labour standards. She supported comments made by the Government member of Egypt on the need to reform multilateral cooperation arrangements such as those managed by the WTO. She referred to specific points of agreement with statements of individual Government members, noting, among others, Kenya's concern for formalizing the informal economy and Nigeria's call for increased investment in education.
- 80.** The Worker Vice-Chairperson expressed agreement with numerous statements made by the Employers' group and Government members, but added that there still remained a need to reach consensus on what was to be the foundation for the remaining discussion within the Committee. She reiterated that the Workers' group would like to take the conclusions of the Tripartite Meeting on Youth Employment as the point of departure, especially given that they were reached through tripartite consultation and compromise, and focus the rest of the general part of the meeting on discussions of how to build practical solutions from there.
- 81.** The Chairperson thanked the Employer and Worker Vice-Chairpersons and all Government members who had contributed to the opening discussion. He said that what had emerged from the discussion so far was the priority placed by governments, employers, workers and the international community at large on the issue of youth employment. He reminded the Committee that, in its report, the ILO called for an integrated approach and a plan for concrete action. The Chairperson then called on the Employer Vice-Chairperson to open the discussion of point 1 on the disadvantages faced by young people in the labour market and the consequences of their lack of access to decent work.

Points for discussion

Point 1. *What are the major disadvantages faced by young people in the labour market? What are the consequences of their lack of access to decent work?*

82. The Employer Vice-Chairperson pointed out that disadvantages in the labour market included both the disadvantages of those entering the labour market for the first time and of those already in the labour market. He interpreted the term “labour market” as referring to the formal economy only, noting that one of the policy objectives should be to facilitate movement from the informal to the formal economy. He added that the question referred to youth as “disadvantaged”, without clarifying as compared with whom. For the purpose of the discussion, he would assume that that meant adults.
83. The speaker emphasized that disadvantages included barriers that employers faced in providing employment or high-quality employment. Those varied by region and country, with differences well described in the report, and related to both demand and supply.
84. On the demand side, he stressed the importance of paying attention to both disadvantages resulting from the lack of an enabling economic environment and those resulting from a poor-quality regulatory environment. An enabling economic environment would provide a proper framework to encourage investment, foster competitiveness and secure returns on investment, offer stability in the legal system and promote synergies between the public and private sectors. A high-quality regulatory environment would promote employment and entrepreneurship, would not unduly restrict migration and would support positive outcomes, specifically the employment of young people, through incentives for job creation and positive choices by young people. He emphasized that, without a strong commitment to creating the enabling economic environment and quality regulatory environment, barriers would result and young people would face disadvantages in the labour market.
85. For the Employers’ group, private sector productivity and competitiveness were key to providing entry-level productive jobs for young people. The Employer Vice-Chairperson cautioned that youth employment policies must be sustainable and that expansionary policies, which created artificial demand, might be counter-productive. The speaker reiterated that promotion of youth employment could not be at the expense of other employment objectives; rather, creating jobs for youth should be part of a holistic employment strategy in which other areas of the labour market were adequately addressed.
86. The type of demand for sustainable jobs included areas such as part-time and temporary work, which had particular value for young people at entry level or those in an apprenticeship or vocational training.
87. On the supply side, the speaker criticized the lack of basic education and literacy, which was also a crucial element in dealing with child labour as it related to youth employment. He drew attention to the general trend of limited public expenditure on education and training despite the fact that they were essential for preparing young people for the labour market. He also lamented the poor link between many education systems and the needs of the labour market, in particular industry, and pointed to the need for efficient, knowledgeable and well-trained vocational trainers. Furthermore, young people needed to be equipped with broader life skills to enable them to search for a job, work and compete in the adult world, and to develop a sense of responsibility and adaptability.

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88. The Employers' group also drew attention to the importance of ALMPs and labour market information (LMI), which were available to support youth employment. Often, the problem of lack of capacity to match supply with demand for skills could be addressed through ALMPs, especially for those disadvantaged in the labour market.
89. The speaker considered that in both developing and industrialized countries barriers to entrepreneurship development, such as lack of access to credit, disproportionately disadvantaged youth. It was important to develop a supportive social and physical infrastructure to help young entrepreneurs.
90. The speaker also recalled the advantages that young jobseekers had in the labour market: young people with a good education could offer enthusiasm, willingness to learn, adaptability, mobility, flexibility, faster skills acquisition and could be more realistic about their entry point into the labour market. Therefore, their disadvantaged position in the labour market resulted in a lack of real choice among both young jobseekers and employers and decreased productivity for enterprises. The costs spilled over to society as a whole with increased social welfare expenditures, decreased investment, migration of skilled workers and social unrest.
91. The Worker Vice-Chairperson recalled the observation by the ILO Director-General that the consequence of not meeting the challenge of youth unemployment and employment was a waste of a major part of the energy and skills of the best-educated generation. She drew attention to the seriousness of the labour market situation facing young people, where more than 200 million young people lived on less than US\$1 a day, and roughly 460 million young people lived on less than US\$2 a day. She further noted that during the ten years between 1993 and 2003, the global youth unemployment rate had risen from 11.7 per cent to 14.4 per cent, representing a 23 per cent increase. She cautioned that such a trend would continue and emphasized the need to place the pursuit of rapid and decent employment growth at the heart of international and national economic policy. This would require a stronger focus on expansionary economic policies.
92. She emphasized that finding a job was only one part of the problem for young people, and recounted examples of poor conditions of work faced by young employed people, even in industrialized countries. For many first-time jobseekers in developing countries work in export processing zones (EPZs) was the only source of employment in the formal economy. Yet the quality of employment in EPZs had been worsening over the years due to the lack of a strong protective environment for workers. Many more young people ended up working in the informal economy, where the picture was even worse.
93. As for the situation facing youth in industrialized countries, she noted a moderate decline in the youth unemployment rate, from 15.8 per cent in 1993 to 13.4 per cent in 2003, which was almost entirely attributed to youth withdrawing from the labour market by remaining in school for a longer duration. The change was minimal despite numerous factors which would have been favourable to young people, including demographic trends, better education and structural changes, growth in the services sector and information and communication technologies (ICT), increased policy attention and increased resources devoted to addressing youth labour market problems. She drew attention to Austria, Germany and Switzerland as exceptions to that trend. Their performance in terms of youth employment had been positive even though labour market institutions in those countries were often criticized as restrictive, indicating that labour market flexibility was less important than a smooth transition from education and training to work. On the quality of jobs available to youth in industrialized countries, she noted a strong tendency for youth to be in low-paid jobs and either to remain in that position in the medium term or to become unemployed again. She pointed out that youth wages had declined in most countries relative to adult wages in recent decades. However, this was not because adult wages were

growing rapidly. On the contrary, she noted that the wage share of national output had declined by about 5 percentage points between 1980 and 2002 for the OECD region as a whole. Hence, she concluded that labour costs had declined in most countries and could not be a cause of rising youth unemployment in developed countries.

94. With respect to developing countries, the Worker Vice-Chairperson described the seriousness of the situation facing youth and emphasized that such countries were in greatest need of assistance. She emphasized that, since the majority of youth in developing countries worked in the informal economy, without unemployment benefit systems, a large majority did not have the luxury of being unemployed. Hence, the worst problems concerned underemployment and the precariousness of work, in terms of long hours of work, extremely low pay or involvement in unpaid family work.
95. The Worker Vice-Chairperson called for special consideration of the specific situation faced by indigenous youth, in both developing and industrialized countries, who tended to face a higher risk of unemployment than non-indigenous youth.
96. In response to the Employers' group, the speaker cautioned that entrepreneurship too often left young people stuck in the informal economy as a result of either lack of access to credit or the high rate of default due to lack of knowledge or experience in managing a loan. She emphasized the importance of generating wage employment to make young people's employment sustainable.
97. Also in reply to the Employers' group, the Workers' group reminded the Committee that too narrow a focus on industry-specific training could be detrimental in some cases. Fields such as literature, arts, languages, culture and music provided the base for fast-growing sectors such as multimedia, tourism and trade, which most demanded the skills of the younger generation.
98. Lastly, the speaker cautioned that the consequences of too few opportunities for young people could be devastating both in economic terms and in terms of their right to decent work.
99. The Government member of Canada, speaking on behalf of a number of Government members of industrialized market economy countries (IMEC), supported the point raised by the Employers' group that young people faced disadvantages, but also had advantages – they brought a new way of thinking, an energy and enthusiasm, technological know-how and good working attitudes to the workplace.
100. A number of Government members noted that some young people were disadvantaged because of their status as indigenous persons, young immigrants, youth with disabilities, young parents or youth who were illiterate, situations that tended to exacerbate disadvantages already experienced by young people. The Government member of Jamaica stressed the importance of special interventions for young women.
101. Lack of relevant skills was a major disadvantage cited by Government members of both developed and developing countries. The Government member of Tunisia, in a point echoed by many other speakers, noted that some young people were highly skilled yet still lacked the opportunity to make use of their skills and training because their skills were not relevant to local labour needs. This often-cited “mismatch” was due to both inadequate connection between vocational training and demand and poor labour market information, as explained by the Government member of Peru.
102. Skills were a more acute problem for the significant number of young people who lacked even basic skills, a point noted by a number of Government members. Poor school

attendance and early drop-out rates were noted by the Government member of Uruguay and reiterated by other speakers. Programmes to reach school leavers and ensure that they reconnected with education or vocational training were described by the Government member of Sweden.

- 103.** The Government member of Nigeria, speaking on behalf of the Africa group, agreed that education curricula were of limited relevance due to lack of consultation with enterprises or technological institutions. The problem was further compounded by the low level of training or the poor implementation of training programmes. Assistance to redesign education curricula of African countries would be of great advantage to them.
- 104.** The Government members of Jamaica and Portugal raised the point that youth were often disadvantaged because employers required first-time jobseekers to have experience, which, by definition, they did not have. Furthermore, as cited by the Government member of Nigeria, among others, young people were often subject to a “last-in, first-out” challenge.
- 105.** The existence of active conflicts and military occupation in some countries had an immediate and negative impact on employment possibilities for young people, as observed by the representative of the Palestinian Authority, echoed by the Government member of the Syrian Arab Republic. In all countries, the demands of families and family life also impacted on young people’s prospects, often doubly so for women, as noted by the Government member of Uruguay, in relation to the experience of MERCOSUR and other Latin American countries.
- 106.** The Government member of Nigeria, speaking on behalf of the Africa group, stated that there were important barriers to entrepreneurship development in the region, in particular the lack of financial resources and necessary skills. Young people felt poorly oriented to create new enterprises, their parents preferred them to be employed rather than taking the risk of creating something new on their own, there was a high rate of failure for new small enterprises, and they did not have access to loans or appropriate training.
- 107.** A major disadvantage faced by young people in all countries related to the number and quality of jobs available to them. The Government member of Portugal noted that a critical problem was the lack of aggregate demand. The Government members of Jamaica and Uruguay commented on the poor quality of jobs available to labour market entrants.
- 108.** The consequences of those disadvantages were manifested at a number of levels, affecting young people themselves, economic growth, social cohesion and stability. Government members shared the concern of the Workers’ group that poor health and safety and increased precariousness of work led to economic insecurity for young people. Others commented on the potential for low self-esteem among young people who were unemployed or could not find good jobs. Alienation, the risk of long-term exclusion and the potential for young people to become vulnerable to drug addiction, unsafe work and exploitation were possible consequences described by the Government members of Jamaica, Sweden and Uruguay, among others. Another consequence of poor labour market information, noted by the Government member of Cameroon and other speakers, was the potential for unrealistic expectations by young people, who became “money seekers” rather than workers with a pride in their occupation, or who preferred higher status work to locally available work.
- 109.** The Government member of Japan stressed that young people carried significant purchasing power and, therefore, the inability of countries to provide them with quality employment served as a significant threat to economic growth and to the global economy. The Government member of Portugal added that mismatches indicated that investments made in education and training were generating a suboptimal level of benefits and that the

workforce created was not being fully utilized, even though young workers could contribute considerably to increasing the competitiveness of a country. Other speakers commented on the potential for increased welfare costs, where such systems existed.

110. The Government member of Nigeria, speaking on behalf of the Africa group, underlined that 93 per cent of young people in Africa were working in the informal economy under unacceptable conditions – poor or no wages, difficult working hours and conditions, no social protection, and no right of freedom of association or collective bargaining. That low quality of work had led to social instability, crime, drug abuse, poverty and migration. The failure to access jobs in the formal economy was a danger for all, governments, employers' and workers' organizations, and society as a whole. The Government member of Jordan, on a point also noted by other speakers, commented that poor-quality jobs in terms of salary and working conditions resulted in dissatisfaction among young workers that affected their career choices and their behaviour. The Government member of Portugal concurred, stating that youth stuck in temporary employment under bad conditions had more difficulty attaining the stability in their lives needed to raise families, which could lead them to feel useless.
111. The Employer Vice-Chairperson expressed his satisfaction with the Government members' interventions which identified the disadvantages faced by youth and the barriers faced by employers and prospective employers. He welcomed the fact that youth were also identified as an asset and that challenges could be turned into advantages. He reiterated the importance of the dual roles of the public and private sectors to deal with that challenge, with governments having a role in investment in the infrastructure of learning, a role that was constrained in many developing countries by the poor availability of resources.
112. The Worker Vice-Chairperson emphasized that decent work deficits carried unacceptably high private costs for individuals and families, as well as social and economic costs. She referred to examples mentioned by Government members of the positive links between higher wages, increased aggregate demand and high levels of employment as evidence of the need to eliminate low-wage employment for youth. She commented on the value of wage employment as a secure step into the labour market for youth, and the success of measures to encourage that, such as the dual system of education with apprenticeship. She contrasted that with the high risk of failure associated with entrepreneurship. She supported steps taken to measure economic outcomes in terms of quality job creation. Quoting from paragraph 12 of the resolution concerning human resources training and development adopted by the ILC at its 88th Session, 2000, which stated that there was no universal model for investing in training, she urged employers to take more active responsibilities and commitment in providing training, jointly with workers and governments. She concluded by reminding the Committee that collective responsibility should be taken to ensure that a young person was not a dislocated person.
113. The Chairperson closed the discussion on point 1 and expressed his satisfaction with the various contributions that had been made, which covered a number of key points concerning access of young persons to decent work. He opened the floor to begin the discussion of point 2, which he considered to be crucial in laying the basis for the subsequent points for discussion.

Point 2. *What are the components of the package of policies and programmes that encourage decent work for young people?*

114. In his opening statement, the Employer Vice-Chairperson pointed out that there was a clear need for a wide array of national policies and programmes to meet the youth employment challenge, respecting the diversity of young people, of the economies in which they lived

and the differences between businesses that would seek to employ them. He recalled the back-to-basics propositions mentioned in his initial intervention, and added that, in effect, the disadvantages set out in the first point for discussion established the grounds for action to be taken.

115. He listed four categories of stakeholder interested in policies and programmes for young people (employers, youth, educators and governments), and proposed four specific actions for each stakeholder, calling that the “Employer’s 16”, a tool kit for practical youth employment initiatives.

116. With respect to employers, he proposed that they should:

- review job descriptions to see if they could be adapted to facilitate hiring of young people;
- ensure that their hiring processes recognized skills and capacity, not just qualifications and years of experience;
- participate also as educators and trainers to ensure that youth knew what business needed; and
- liaise and connect with young people and their organizations to obtain information about the source of labour that would be available to them and to inform youth of what employers expected.

117. As regards young people themselves, he urged them to:

- participate in basic learning, to develop essential skills of literacy, numeracy and where possible, technical know-how;
- actively look for work and job opportunities as soon as possible, even if only for work experience or basic part-time work, or a job that combined work with education;
- prepare themselves for responsibilities that accompanied employment in terms of assessing their willingness to learn and to adapt, to be reliable and productive; and
- develop skills that made them employable and attractive to employers.

118. Regarding educators, he proposed that they:

- fully integrate basic skills and qualities into students’ education;
- provide career guidance and support to young people, including integrating career guidance and knowledge of industry into curricula;
- make education more flexible, through initiatives such as enhancing transferability of educational programmes and qualifications; and
- make education and training more relevant to business needs.

119. With respect to governments, he called on them to:

- support sustainable economic growth by adopting national policies and programmes, including regulatory frameworks, that would attract business investment and support competitive and productive enterprises;

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- invest in basic education and development of employable skills for young people;
 - support the development of the necessary physical and social infrastructure, including ALMPs that were relevant to industry and young people's needs, and which had measurable goals; and
 - encourage the development of entrepreneurship and SMEs, which were a crucial part of all economies and accounted for much potential employment, in line with the recommendations set out in the report of the UNDP Commission on the Private Sector and Development, entitled *Unleashing entrepreneurship: Making business work for the poor* (2004).

120. To conclude, the Employer Vice-Chairperson emphasized the need to deal with underlying causes and not just symptoms, and to avoid short-term, quick-fix measures, which would not provide an appropriate return. He noted the necessary preconditions for investment and the establishment of competitive and productive enterprises, such as stable governance and legal institutions. He proposed that the 16 practical initiatives he had outlined should form the core framework of national policies and programmes for youth employment.

121. The Worker Vice-Chairperson indicated that simplistic solutions would not suffice when addressing the issue of youth employment. She stressed that in responding to that question the Workers' group would focus on policies to expand the quantity of employment, and would comment on employment quality issues and recommendations for ILO action under later points for discussion. She observed the consensus of the Committee participants that raising aggregate demand was the key to improving the labour market situation of young people. She drew attention to the Declaration on employment and poverty alleviation in Africa from the Third Extraordinary Summit of the African Union on Employment and Poverty Alleviation in Africa (Ouagadougou, September 2004), in which governments were called upon to make employment creation an explicit and central objective of economic and social policies. She noted that all organizations that had participated in drafting the background report for the Summit, which included the ILO, the World Bank and the International Monetary Fund, had agreed that youth employment must be addressed through an integrated approach. She stressed that macroeconomic policies were of key importance to determining outcomes of job creation; therefore, practical consideration should be given to creating an environment that fostered both public and private investment via macroeconomic policies. She advised, however, that governments should build an employment-impact assessment into the framework of macroeconomic policies, and noted that implementation of such an assessment would require the development of tools that effectively measured both the primary and secondary impacts of macroeconomic policies on employment.

122. The Worker Vice-Chairperson reiterated the need to reform international trade and financial policies and to improve the functioning of the rules and institutions that impacted on the global economy, for example, in rethinking policies on international debt payments. She suggested that the institutions governing the global market be addressed in the conclusions of the Committee. She hoped that the conclusions would also reflect the recommendations of the World Commission on the Social Dimension of Globalization to develop practical initiatives to increase the employment intensity of growth. She said that employment-intensive initiatives had mostly focused on improving physical infrastructure but could also be expanded to improving social infrastructure, and noted that independent evaluations of such programmes had found that a labour-based approach to increasing employment was both less costly than alternative approaches and also more efficient in terms of the impact on household income. She recommended, therefore, that employment-intensive investment strategies should be extended, both in terms of increasing the number

of countries involved as well as of adapting the approach to less traditional sectors such as the health-care and education sectors which offered a large potential for rapid expansion.

- 123.** In conclusion, she called for renewed attention to development in rural economies, including the establishment of agriculture processing industries, which offered large employment growth potential because of their relatively high employment elasticities, especially in low-income countries. Finally, she stated that a comprehensive policy promoting decent work would include ALMPs that would address, among other things, the improvement of the supply side of labour through training programmes and promotion of decent standards in human resources development, such as those encompassed in ILO Recommendation No. 195.
- 124.** Government members, including those from the Islamic Republic of Iran and Italy, commented that, despite the large number of policies and programmes that had been developed and implemented, youth unemployment and underemployment persisted. That concern was taken up in interventions from the Government member of Canada, speaking on behalf of the Government members of a number of IMEC countries, the Government member of South Africa and others, who called for better evaluation and assessment of programmes against well-defined objectives, and support for programmes that had proven to be effective.
- 125.** The Government member of Egypt proposed that four elements be included in any solutions to youth unemployment: political backing at the national and international levels; financial support by governments and the private sector; boosting entrepreneurship, taking into account the importance of technology; and involving youth in the shaping of solutions. The design of solutions should also take into consideration particular political and economic situations of different countries.
- 126.** As many Government members had described barriers to young persons finding jobs, they equally emphasized the need for effective placement services, a point mentioned by the Government members of Italy and Mexico, and further elaborated by the Government member of Algeria, who described programmes that helped recent graduates find work by providing assistance with wage costs, and the recent expansion of employment services in his country.
- 127.** Access to useful labour market information was another policy and programme element mentioned by a number of Government members. The Government member of Italy observed that young people in her country were very slow to join the labour market and lacked good information about work options, an issue that the Government member of Japan also addressed in describing the “vocational museum” approach to that issue. The Government member of France added that career orientation and information needed to be provided to young people in school, a point touched on by many speakers. Another aspect of labour market information was highlighted by the Government member of Jamaica, reflecting on CARICOM experience and the need for quality labour market information to signal skills needs so that training institutions could respond. Quality labour market information and the capacity for useful analysis were cited as a priority area for development by the Government member of Nigeria, speaking on behalf of the Africa group.
- 128.** The need for skills training to be relevant to the job market was a common theme. The Government member of Nigeria spoke of the Africa group’s emphasis on the need for the reform of education and training systems to make them more relevant, and their call to employers to assist directly in building that capacity. A comprehensive approach to building lifelong learning opportunities, including on-the-job training, was mentioned by the Government member of France, who emphasized that that would benefit youth but

would be useful throughout individuals' working lives. A number of Government members, including those of South Africa and some Caribbean countries, maintained the need for a comprehensive policy to act as a framework for initiatives within each country.

- 129.** The Government member of Canada, speaking on behalf of a number of Government members of IMEC countries, introduced the issue of recognition of formal and non-formal learning as an important policy issue, a point that was also noted by other Government members, including the Government member of Jamaica.
- 130.** Access to education at all levels was a key concern for many Government members. Recommended approaches included: ensuring universal, free access to basic education and, where possible, to higher levels of education; provision of student loans or work/study programmes to ensure access to post-secondary education; eliminating entry barriers to technical training and focusing instead on acquired competencies.
- 131.** The different experiences of young women, of rural, isolated, excluded, at-risk and other marginalized groups of youth were recognized by many Government members, who emphasized that specialized programmes and policies addressing the needs of those young people would be required. Specialized programmes would also be required in specific circumstances, such as in the case of post-conflict countries where a range of integrated policies running from firearms control to training for ex-combatants would be required.
- 132.** Most Government members supported entrepreneurship and self-employment as viable options for youth employment, but cautioned that policies and programmes must include adequate support, particularly mentoring and assistance with elements such as business planning and market analysis, which could most effectively be provided by successful employers. The Government member of South Africa added that small business development was also an important element in the policy mix, particularly in Africa where there was low economic growth, but he emphasized that support to small businesses had to be provided within a broader economic policy context and target youth employment specifically. He also mentioned worker cooperatives as another approach to employment development, a theme expanded on by the Government member of the Bolivarian Republic of Venezuela. Many Government members, including those of Algeria and the Islamic Republic of Iran, cited the centrality of access to credit for entrepreneurs.
- 133.** The Government member of Nigeria, speaking on behalf of the Africa group, suggested that the necessary economic framework to achieve decent work for young people could be addressed in part through employment-centred macroeconomic policies, and that that could be supported through a redefinition of the MDGs to include a specific emphasis on employment.
- 134.** The Government member of the Republic of Korea, among others, spoke of the need for a comprehensive approach to the development of national action plans for youth. Those plans could include a variety of strategies to increase overall demand and enhance employability.
- 135.** A number of speakers also noted the need to ensure that basic anti-discrimination policies were in place, as a minimum, for ensuring that young people were able to find employment.
- 136.** Finally, many Government members, including the Government member of Tunisia, endorsed the notion that young people should be directly involved in designing, delivering and evaluating policies and programmes for youth.

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137. The Employer Vice-Chairperson summarized the main points that had emerged from the discussion, noting that the diversity of circumstances and the unevenness of problems implied context-specific solutions. He was encouraged that there already existed multitudes of policies and programmes aimed at reducing youth unemployment and underemployment through improving the process of transition from school to work as well as improving the economic environment for growth and competitiveness.
138. In pointing out some of the specific contributions made by the Government members of the Committee, he noted the efforts of Algeria and the Islamic Republic of Iran to provide job experience to unemployed youth and make available microcredit for young entrepreneurs. He also supported the view expressed by the Government member of the Republic of Korea that employment was ultimately created by enterprises and not by the government, and there was hence a need for a conducive framework for business development. He supported the need for special measures for youth with particular disadvantages and endorsed the call for the evaluation of policies and programmes. He agreed with the Government member of the Syrian Arab Republic on the benefit of reduced entry-level barriers to entrepreneurship.
139. The Worker Vice-Chairperson found that, despite the diversity of needs and experiences across countries and within countries, a consensus was emerging. She emphasized the importance of finding an integrated approach to addressing the youth employment challenge.
140. Highlighting some of the contributions made by the Government members of the Committee, the Worker Vice-Chairperson supported the views expressed by the Africa group, for a comprehensive package of policies for youth employment, at the macro, meso and micro levels. She recognized France's five-year plan on social cohesion and its efforts to combine formal training with on-the-job experience. She called for ILO support in replicating the South African model of cooperative development. Highlighting the contribution made by the Government member of Canada, she emphasized the need for multiple solutions, the importance of recognition and of a certification system of both formal and informal learning processes, and the need for a proactive reform of labour market policies. Noting the comment made by the Government member of the Bolivarian Republic of Venezuela, she emphasized the importance of quality in training.

Point 3. *What are the respective roles of governments, employers' and workers' organizations in promoting pathways to decent work for young women and men?*

141. The Employer Vice-Chairperson opened the discussion of this point by observing that the answer was in the question itself – all three partners must work collaboratively in their respective roles. Without their collaboration, the policies and programmes discussed earlier could not be achieved. He referred to the “Employer’s 16” tool kit introduced under the second point for discussion and the roles described there. He added three additional points on the role of governments: the shaping of labour market policies, recognizing that for some governments that capacity was limited and needed to be built; the building of a regulatory system that supported employers not only to employ people but to “do business”; and the roles set out in the Human Resources Development Recommendation, 2004 (No. 195). In terms of the role of employers, he stated that they should work with governments to bring about a good environment for business creation; that they could and should act to improve education and vocational training as well as job creation; and that they could perform an important role in publicly advocating for solutions to the youth employment challenge.

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- 142.** The Worker Vice-Chairperson agreed that the social partners should ensure the participation of young people in policy development and implementation. She mentioned with pride that, with herself as an exception, the Worker representatives in the Drafting Group were under 30 years of age. In the opinion of the Workers' group, the role of governments had been well expressed by many examples to date. Governments had taken responsibility for action in finding first jobs for young people, for evaluating the results of that action, and for collecting and analysing data to discern trends and needs. Governments were providing universal access to education and training, developing systems of career counselling through job centres, promoting cooperatives, promoting a stable environment for public and private investment, encouraging land ownership and access to credit, and promoting decent work through legislation guaranteeing freedom of association, hours of work and safety. Governments and the social partners, bilaterally and in a tripartite approach, had roles to play in improving the match in supply and demand for labour and in improving conditions at the workplace. Other areas in which governments had a role, along with other partners at all levels, included migration policies and international aid and debt relief. Trade union roles included advocating a rights-based approach and reaching out to young people. In conclusion, she stressed that roles were not likely to be as structured and distinct as the Employers' group had suggested, but could be synchronized through tripartite discussion.
- 143.** The majority of Government members agreed that governments bore the lead responsibility in areas related to education and training, with the Africa group emphasizing school curricula, the Government member of the Philippines and the Government member of Uruguay, speaking on behalf of the MERCOSUR countries, education, training and competency certification, the Government member of Portugal, a programme aimed at modernization and social cohesion, and other Government members calling for special training and programmes for those requiring them including, for example, the needs of ex-combatants, as identified by the Government member of the Democratic Republic of the Congo.
- 144.** Labour market information, analysis and better matching of training content to labour market needs were accepted as a responsibility by many Government members. That was further elaborated by the Government members of Denmark and Sweden, the latter describing the level of quantitative and qualitative evaluation of the results of labour market policies undertaken by her Government, so that good results could be pursued and unintended consequences avoided.
- 145.** The role of governments in creating a positive environment for business through effective regulation, legislation and tax regimes was noted by most Government members, including those speaking on behalf of the Africa and IMEC groups. That positive environment also included specific support to entrepreneurship and small business.
- 146.** Most Government members referenced the need to include the social partners in designing policies and programmes, and many identified areas where employers' and workers' organizations could contribute in more depth: the Africa group asked for clarification on how employers would contribute, while the Government member of Canada summarized the views of some IMEC countries, indicating that employers' organizations could contribute to skills development, undertake research, provide opportunities for young people, provide resources to education systems, and provide friendly working environments for young people.
- 147.** The role of social dialogue and collective bargaining as a way to involve the social partners was emphasized by the Government member of Uruguay, speaking on behalf of the Government members of MERCOSUR countries.

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148. The Employer Vice-Chairperson expressed his appreciation for the contributions made by governments, particularly their willingness to assess the effectiveness of policies and programmes, and their acceptance of the need to provide macroeconomic and regulatory frameworks conducive to the development and growth of businesses and their capacity to create employment. Recognizing that each country had its own economic priorities, he appreciated the many areas of commonality that had been expressed in the summary statements made by a number of Government members that recognized the need for flexible systems that balanced protection with labour market needs, that supported entrepreneurship and reduced barriers, and that reduced transaction costs. He thanked governments for recognizing that laws did not themselves create jobs, but stressed that laws could create the stability and certainty needed for investment, and thus for job creation. He recalled the examples given, citing roles for governments, the social partners and young people themselves. Responding to the Government member of Nigeria's question, he asserted that employers would meet their responsibilities by working with governments to develop policies and programmes for youth.
149. The Worker Vice-Chairperson agreed with summaries made by some Government members of the roles of the tripartite partners. She appreciated the example given of Sweden's in-depth assessment of its active labour market programmes, and suggested that as an area for capacity building for other governments. She also welcomed the emphasis that the Government member of the Philippines had put on social dialogue, collective bargaining and freedom of association. She expressed her group's support to countries that suffered from armed conflicts. A major feature of ILO work should be to help countries emerging from conflict expand employment opportunities for ex-combatants. The Government member of Portugal had highlighted the critical need to focus on education, while the Government member of Denmark had emphasized the role that the social partners could play through social dialogue and collective bargaining. She welcomed the comprehensive statement made by the Government member of Canada but clarified that support from her group for approaches which balanced social protection with labour market needs would be based on the degree to which protection was realistically available. She noted that the Danish "flexi-security" model was based on a relatively high level of unemployment benefits and other social security payments. If that model was to be promoted in other countries, it would require similar levels of unemployment benefits and social security payments. In terms of simplification of business regulations, she noted that her group did not object to the simplification of bureaucratic procedures, but it would not accept any weakening of rights or protection.

Point 4. *What is required to ensure that international labour standards address youth employment?*

150. The Employer Vice-Chairperson stressed that international standards needed to facilitate the delivery of practical national policies. He suggested that the "Employer's 16" tool kit, delivered through constructive and active roles played by all tripartite stakeholders, could serve that objective. International standards must recognize and facilitate a conducive environment for economic activity and job creation, and should help address the issue of employability of young people, where quality of work was linked to capacity. The Declaration on Fundamental Principles and Rights at Work and its Follow-up, 1998 (ILO), was one of the most significant international means to ensure the rights of young people. Other standards relevant to youth existed, and there was no need for more standards. Instead, the focus should be on ensuring better use of the existing standards, through practical policy work, and monitoring their application. Since most youth were employed in the informal economy, international labour standards must be implemented in such a way as to facilitate the transition of SMEs from the informal to the formal economy. Lastly, given the diversity of national and local situations faced by the employers of youth,

international labour standards were most useful as a benchmark for business operations, without detailed prescriptions that risked being inappropriate.

- 151.** The Worker Vice-Chairperson emphasized that the quality of jobs was as important as the quantity. The speaker stressed that all international labour standards were applicable to young workers and jobseekers and drew particular attention to: child labour,² forced labour,³ the informal economy,⁴ precariousness,⁵ agriculture,⁶ safety and health,⁷ equality and non-discrimination,⁸ wage policy,⁹ working time,¹⁰ freedom of association and collective bargaining,¹¹ and labour inspection,¹² as well as others which had been

² The Minimum Age Convention, 1973 (No. 138), the Minimum Age Recommendation, 1973 (No. 146), the Worst Forms of Child Labour Convention, 1999 (No. 182), and Worst Forms of Child Labour Recommendation, 1999 (No. 190).

³ The Forced Labour Convention, 1930 (No. 29), the Forced Labour (Indirect Compulsion) Recommendation, 1930 (No. 35), and the Abolition of Forced Labour Convention, 1957 (No. 105).

⁴ The Forced Labour Convention, 1930 (No. 29), the Abolition of Forced Labour Convention, 1957 (No. 105), the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), the Equal Remuneration Convention, 1951 (No. 100), the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), the Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182).

⁵ The Private Employment Agencies Convention, 1997 (No. 181), the Private Employment Agencies Recommendation, 1997 (No. 188), the Part-Time Work Convention, 1994 (No. 175), and the Part-Time Work Recommendation, 1994 (No. 182).

⁶ The Safety and Health in Agriculture Convention, 2001 (No. 184), and the Safety and Health in Agriculture Recommendation, 2001 (No. 192).

⁷ The Occupational Safety and Health Convention, 1981 (No. 155), and its Protocol, and the Occupational Safety and Health Recommendation, 1981 (No. 164).

⁸ The Equal Remuneration Convention, 1951 (No. 100), the Equal Remuneration Recommendation, 1951 (No. 90), the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), the Discrimination (Employment and Occupation) Recommendation, 1958 (No. 111), the Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159), the Vocational Rehabilitation and Employment (Disabled Persons) Recommendation, 1983 (No. 168), the Migration for Employment Convention (Revised), 1949 (No. 97), the Migration for Employment Recommendation (Revised), 1949 (No. 86), the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), the Migrant Workers Recommendation, 1975 (No. 151), the Maternity Protection Convention, 2000 (No. 183), the Maternity Protection Recommendation, 2000 (No. 191), and the Indigenous and Tribal Peoples Convention, 1989 (No. 169).

⁹ The Minimum Wage Fixing Convention, 1970 (No. 131), the Minimum Wage Fixing Recommendation, 1970 (No. 135), the Protection of Wages Convention, 1949 (No. 95), and the Protection of Wages Recommendation, 1949 (No. 85).

¹⁰ The Hours of Work (Industry) Convention, 1919 (No. 1), and the Hours of Work (Commerce and Offices) Convention, 1930 (No. 30).

¹¹ The Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98).

¹² The Labour Inspection Convention, 1947 (No. 81), and its Protocol, and the Labour Inspection Recommendation, 1947 (No. 81).

mentioned in the report.¹³ She hoped that the debate would lead to a renewed commitment to the promotion of employment through key instruments such as the Employment Policy Convention, 1964 (No. 122), to make employment creation a top priority of all national agendas. She drew particular attention to the importance of the universal rights of freedom of association and collective bargaining for young people, and called for an increase in labour inspections to eliminate abuses of those rights. Lastly, the Worker Vice-Chairperson proposed a promotional campaign for implementing ILO Conventions relevant to young people, based on 14 elements:

- the ILO should prepare a charter of young people's rights based on the relevant Conventions and Recommendations, to be distributed widely in as many languages as possible;
- the ILO should draw up guidelines on how governments can integrate the rights of young people into employment policy;
- trade unions and employers' organizations should prepare school training modules to educate young people on their rights and on the principles of industrial relations;
- the ILO should help to strengthen the capacity of workers' organizations to reach out to young people;
- the ILO should develop a list of key indicators for decent work for young people;
- the ILO should sponsor a global campaign called "You Have Rights" utilizing all media outlets that best attract the attention of young people;
- young people's rights should be promoted in the campaign for the extension of social protection;
- special attention should be paid to addressing the situation of young migrant workers within the ILO multilateral framework for all migrant workers;
- governments should organize tripartite national youth employment agencies that could elaborate employment promotion policies for young people and provide guidance on training possibilities and rights;
- governments should seek measures to ensure the protection of youth in minimum wage legislation;
- the ILO should develop guidelines summarizing best practices for youth employment policies at the national level;
- the ILO should strengthen the capacity of employers' and workers' organizations to participate in the formulation of employment promotion activities for young people;
- the ILO should investigate trends in employment of young people;

¹³ The Unemployment Convention, 1919 (No. 2), the Night Work of Young Persons (Non-Industrial Occupations) Convention, 1946 (No. 79), Medical Examination of Young Persons (Non-Industrial Occupations) Convention, 1946 (No. 78), Employment Service Convention, 1948 (No. 88), the Human Resources Development Convention, 1975 (No. 142), the Labour Administration Convention, 1978 (No. 150), the Employment Promotion and Protection against Unemployment Convention, 1988 (No. 168), and the Night Work Convention, 1990 (No. 171).

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- the ILO should consider developing new international labour standards to ensure that all workers, including youth, in triangular employment relationships are covered by social protection.
- 152.** The Government member of the Netherlands, speaking on behalf of the Government members of the IMEC group, echoed the view of the Employers' group that there was no need for new labour standards targeted specifically at youth. Rather, the focus should be on better use and enforcement of current standards, particularly those included in the Declaration on Fundamental Principles and Rights at Work and its Follow-up, 1998 (ILO). An important means could be through national action plans. The Government member of Peru cautioned against creating new standards since the integration processes under way required strict compliance with labour legislation. She said that her country was in a position to strengthen its labour inspection system to improve compliance with national and international standards. The Government member of Nigeria, speaking on behalf of the Africa group, concurred and proposed enhancing the capacity of labour inspectors, as well as strengthening sanctions in cases of failure to comply with the law. The Government member of South Africa insisted on the urgency of strengthening law enforcement mechanisms for existing standards rather than focusing energy on developing new ones. The Government member of Mexico recalled that international labour standards were adopted by a tripartite body and hence their enforcement was a shared responsibility of the tripartite partners.
- 153.** The Government member of the Syrian Arab Republic reminded governments of the need to remove barriers to employment creation. The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, added that, although it was important to ensure that international labour standards were implemented, it was also important to revise some of them to reflect current changes in the world of work, such as the increasing prevalence of temporary employment. Any revision of standards should take youth into account. The Government member of Namibia considered that it was absolutely necessary to ensure that international labour standards could be adapted to different situations. The Government member of Nigeria, speaking on behalf of the Africa group, concurred, saying that international labour standards needed to be adapted to the specific situations and needs of small and medium-sized enterprises, and should be revised in order to include youth, particularly young people working in the informal sector. The Government member of the Netherlands, speaking on behalf of the Government members of the IMEC group, agreed on the need to improve working conditions in the informal economy and also suggested that standards-related activities be addressed in the sectors of the formal economy where young workers were numerous.
- 154.** The Government member of Peru agreed with the Workers' group's proposal for a promotional campaign and suggested also promoting the creation of new enterprises. The Government members of France and Mexico both agreed that a campaign would be useful and added that it should encourage ratification of existing Conventions. The Government member of Namibia expounded on the importance of such a campaign, particularly in the informal economy: employers in his country were either ignorant or not well prepared because they did not comply with labour standards; and workers' representatives were not able to fulfil their role of monitoring compliance due to the fact that most workers were casual and did not belong to any trade union. The Government member of Nigeria, speaking on behalf of the Africa group, refined the proposal to include making human resources managers aware of the standards with which they needed to comply, and suggested that a campaign be directed at employers, particularly in the informal economy. The Government member of the Syrian Arab Republic hoped that a promotional campaign could heighten young people's awareness of their rights and labour standards and called on ministries of labour to undertake the responsibility for ensuring that national standards

included youth. The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, also considered it necessary for governments to create awareness among the relevant national institutions of the importance of integrating youth employment in standards and policies. The Government member of the Netherlands, speaking on behalf of the Government members of the IMEC group, noted the importance of engaging the private sector in such a campaign. The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago proposed that the ILO elaborate a code of practice on youth employment similar to the one it had developed concerning gender issues.

155. The Employer Vice-Chairperson noted that consensus appeared to be emerging that there was no need to develop new labour standards concerning youth employment. Rather, it was necessary to make better use of existing standards through promotional activities, technical cooperation and the improvement of law enforcement mechanisms. He felt it had been generally accepted by the Committee that there was a need for some of those standards to be reviewed in order to be relevant to different situations. He reiterated that a rights-based approach did not fully serve the interests of young people, and employment rights were only part of the overall employment objective; therefore, the 14 issues proposed by the Workers' group had too narrow a focus. Furthermore, decent work indicators were not practical since there were different notions of decent work deficits, due to diversity of national experiences and circumstances. Concerning awareness-raising campaigns, he cautioned that such a task should not be the sole responsibility of the ILO but that it should be shared by multiple partners, especially at the national level.

156. The Worker Vice-Chairperson cited the Global Employment Agenda's declaration that decent work was desirable from both a social and economic perspective. Labour markets were socially embedded and improvements in the quality of employment were the best way to enhance productivity and foster economic growth. She expressed her concern at hearing words such as "flexible" and "adaptable" since standards were universal. She agreed that there was no need for further Conventions on youth employment. The focus should be about ensuring the ratification and implementation of existing Conventions, including strengthening labour inspection. Concerning decent work indicators, she stressed the need for empirical information in order to be able to undertake the right course of action.

Point 5. *What should be the priorities for the ILO's policy, research, advocacy and technical assistance with regard to promoting decent and productive work for youth?*

157. The Employer Vice-Chairperson, reflecting on the comparative advantage of the ILO, stressed its important role in bridging the gap between the work of international bodies and on-the-ground circumstances of employers' and workers' organizations and youth themselves, at the national level. In that regard, he suggested the ILO focus its policy efforts on barriers to access to employment, an appropriate environment for the creation of jobs for youth, employability issues and entrepreneurship development. Since a number of economies had a greater supply of labour than demand, initiatives to enhance capacity to secure self-employment were seen as an important mechanism for employment generation. As sustainability of such initiatives was paramount, there was a need to ensure that youth was provided with appropriate information and training about the nature of business undertakings. Finally, he noted that the policy work of the ILO should be constructively framed around the GEA, which was complementary to the "four Es" of the YEN.

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- 158.** Commenting on the issue of the ILO's knowledge-building on youth employment, the Employer Vice-Chairperson suggested that research be directed at examining the nature of the challenge in various economies, since information was a precondition for effective national policy. He argued that the research should be well designed, well targeted and supported by the social partners, to ensure its relevance. He noted the importance of information on: successes and failures in addressing youth employment; the means by which youth could access the labour market; identification of appropriate entry-level skills; and the feasibility of an international fund for skills development and training, as proposed by the World Bank.
- 159.** While advocacy formed an important part of the work of the ILO, the Employer Vice-Chairperson stressed that it had to be in accord with, and supported by, the social partners. He reiterated the back-to-basics propositions of the Employers' group, emphasizing that the combined and collective pool of knowledge of the Committee members should be made well known and well understood by actors at the ground level. The focus of advocacy efforts should include job preparedness, practical ways to access the labour market, as well as promoting the advantages of employing young people.
- 160.** With respect to technical assistance, the Employer Vice-Chairperson urged the ILO to work with the tripartite partners to advise on how to create an appropriate regulatory environment and economic policy framework, as well as structuring entrepreneurship activities and information. He suggested the development of a set of tools that could be used flexibly in formulating youth employment policy and programmes. Drawing on an example from Indonesia, a YEN lead country, he noted that such assistance could take the form of facilitating the building of networks and relationships between various stakeholders. He added that other forms of assistance could revolve around building and providing support to compile a knowledge base of good practice on youth employment, including education and skills acquisition. He commented on the Worker Vice-Chairperson's reference to a new international labour standard, reiterating the Employers' group's lack of support.
- 161.** In conclusion, the Employers' group called for increasing partnerships with other international agencies, citing the YEN as an example. In such interagency relationships, the Employer Vice-Chairperson urged the ILO to undertake initiatives in coordinating such relationships in order to build a global network, as well as in sharing best practices on the policy activities related to youth employment.
- 162.** The Worker Vice-Chairperson stated that paragraphs 7-10 of the conclusions of the Tripartite Meeting on Youth Employment: The Way Forward (October 2004), which addressed ILO action in the area of youth employment, constituted a solid basis for the conclusions of the Committee. She proposed a package of policies directed at assisting developing countries, where the challenge of youth employment was most severe. The package comprised ten components:
- Reforming the international policy framework to ensure more countries benefited from globalization.
 - Placing employment and decent work at the centre of economic policies. She suggested the implementation of decent work would require the ILO to develop a package of indicators to assess decent work deficits. The ILO should develop an evaluation methodology to assess progress being made towards decent work.
 - Enhancing the employment intensity of growth, particularly through employment-intensive infrastructure development programmes, noting the extensive work of the ILO in this area, as well as recent positive evaluations of programmes in Asia. She

urged the ILO to expand that area of technical cooperation activities and to ensure adequate staffing.

- Expanding other employment-intensive private-sector initiatives including in tourism, culture and housing.
- Upgrading incomes and productivity in the agricultural sector, as well as developing upstream and downstream value-chains in primary-sector-based commodities. She argued that a similar sectoral approach could be adopted for expansion of private-sector activities to other sectors with potential for youth.
- Expanding of high-quality public services, including health care, education – especially in primary education in poor rural communities – and utilities.
- Increasing incomes and improving employment conditions and productivity in the informal economy. She recalled the pioneering energy and capacity of the ILO in the 1970s and the 1980s in the area of the informal economy, and called for further technical assistance and capacity building in that area.
- Adapting and expanding the use of ALMPs, which had been widely implemented in industrialized countries, to the needs and context of developing countries. While recognizing the cost of implementing such policies, the exchange of information and experiences could be useful for developing countries.
- Promoting collective bargaining, freedom of association, tripartite dialogue and labour legislation to ensure that work undertaken is decent.
- Carrying out well-funded and high-profile campaigns to promote international labour standards relevant to young people and adopting new international instruments to ensure all young workers receive legislative protection.

163. In conclusion, the Worker Vice-Chairperson emphasized the importance of involving youth in policy implementation, suggesting the use of online facilities as a forum for promotion and debate as well as face-to-face discussion through youth networks.

164. The Government member of Bahrain, remarking on the extensive reform programmes in the areas of labour markets, the economy and education and training in his country, noted that economic reform should seek to look for the value added in deregulating markets in order to enable the proper functioning of the private sector. He urged the ILO to support governments and employers' and workers' organizations in their efforts to enhance the employment options of young people.

165. The Government member of Canada, speaking also on behalf of the Government members of the following countries of the IMEC group: Australia, Denmark, Ireland, Italy, Japan, New Zealand, Portugal, Slovenia, Sweden, Switzerland, the United Kingdom and the United States, suggested the ILO focus its efforts on working with other international organizations to ensure the provision of decent work for young people. She recommended that the ILO support the participation of young people in the discussions on the formulation of policies and programmes; develop tools to guide countries in their decent work programmes perhaps by promoting international exchanges of information on youth programmes; share and analyse best practices in the promotion of decent work; increase the capacity of the social partners to contribute to the promotion of decent work for young people; direct its technical assistance toward developing countries; design and implement a three-year knowledge-exchange strategy on youth employment, including peer evaluations of national action plans and the design of a virtual library on the ILO web site where best practices could be exchanged; establish and maintain a web forum for the exchange of

ideas and the development of lessons learned from promoting decent work for young people. She emphasized that all recommendations were subject to ILO budgetary constraints.

- 166.** A number of Government members shared the experiences of particular initiatives in their own countries. The Government member of Japan supported the views expressed by the Government member of Canada, supplementing them with the experiences in his country. He noted the ILO role in organizing seminars for the purpose of promoting skills development. The Government member of Morocco shared the positive experience of his country in working with the ILO to support reforms in the textiles sector. The Government member of Luxembourg brought to the attention of the Committee the experience of the peer review programme of the European Employment Strategy, launched by the European Commission in 1999, and suggested the ILO serve as coordinator for a similar exchange of information on experiences in youth employment policies. He proposed that the ILO undertake a review of decent work for young people in order to assess and disseminate good practice and recommend instruments for promoting decent work. The Government member of Brazil, speaking also on behalf of the Government members of Argentina, Mexico, Paraguay, Peru, Uruguay and the Bolivarian Republic of Venezuela, noted that his Government had developed a national programme to help young people find employment, granting loans to young people and subsidies to companies willing to employ them. He emphasized that an evaluation had demonstrated that training was the most effective way to help young people enter the labour market.
- 167.** The Government member of Nigeria, speaking on behalf of the Africa group, supported the Workers' group's proposals to review the conclusions of the Tripartite Meeting on Youth Employment: The Way Forward (October 2004) and to focus on the concerns of developing countries. Specifically, she drew attention to the adverse affects of debt repayments in developing countries and urged the ILO to link with other organizations to lend its voice to the cause of debt relief. She expressed the wish that the recommendations of the World Commission on the Social Dimension of Globalization be reflected in the conclusions of the Committee, given that they were of direct relevance. Specific proposals for ILO work included: evaluating the impact of economic and social reforms undertaken in developing countries on youth employment; assisting governments in mobilizing the necessary resources to offer safety nets to those affected by reforms; resuscitating the Jobs for Africa programme or initiating a programme of similar scope; engaging in technical cooperation that would lead to the enhancement of employability, entrepreneurship and sustainable self-employment; recommending monitoring and evaluation methods for technical cooperation programmes; undertaking a promotional and awareness campaign on international labour standards and rights; and establishing guidelines for the implementation of those standards.
- 168.** The Government member of the Syrian Arab Republic stressed that the ILO should carry out technical cooperation programmes aimed at enabling governments and employers to: develop training programmes that met the needs of the labour market; provide technical assistance to governments on the modernization of law and the implementation of clear employment strategies; design information campaigns on international labour standards; promote social dialogue to increase awareness of the needs of the labour market; and stimulate donors to provide funds.
- 169.** The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, agreed with the Employers' group on the strategic position of the ILO with regard to youth employment. He emphasized that financial support would be crucial for Caribbean countries and, in that regard, the ILO was in a unique position to raise funds. He agreed with the Workers' group that ILO action should focus on developing countries. He recommended that the ILO:

concentrate on making progress by ensuring an effective implementation of programmes with the help of its constituents; promote the development of specific action plans aimed at ensuring the inclusion of youth in the labour market; help countries develop information systems on the labour market; carry out tripartite consultation on youth employment policies; promote the respect of core labour standards for all workers; raise awareness among young people on the importance of being represented by employers' and workers' organizations; provide technical assistance for the development of employment creation and skills training programmes and policies; and foster the creation of distance-learning institutions.

- 170.** The Government member of the United Kingdom strongly supported the statement made by the Government member of Canada on behalf of the IMEC group. She informed the Committee that her Government would support the need for concrete action in the area of youth employment at the forthcoming summit of G8 countries and advocate the recommendation recently adopted by the African Commission to include a further 25 sub-Saharan countries in the YEN, urging the ILO and the governments of other G8 countries to do the same. She emphasized the value of a global peer exchange, which would allow countries to move beyond the sharing of good practice to that of best performance. She suggested that the ILO help countries develop data-collection systems not only on general employment but on youth employment in the informal economy, the level of education and training required by the labour market and the impact of HIV/AIDS, gender and armed conflict. With regard to the MDG review in September 2005, she stressed that the ILO was well positioned to undertake a global analysis of progress made.
- 171.** The Government member of France suggested that the ILO advocate the integration of youth employment into national poverty reduction strategies. She emphasized the importance of exchanging best practices, in particular through a virtual library, peer review and the YEN.
- 172.** The Government member of Tunisia supported the statements made by the Africa group and the Employer Vice-Chairperson that the ILO should advocate the advantages of employing young people. For that purpose, it should carry out research to establish good practices that could be adapted for countries in similar circumstances.
- 173.** The Government member of Denmark, speaking also on behalf of the Government members of France, Norway, Portugal and Sweden, considered that ILO technical assistance should be targeted at developing countries to assist in the collection and dissemination of data, the design of youth employment action plans and the development of effective public employment services.
- 174.** In summary, the Employer Vice-Chairperson acknowledged the contributions of Government members and recognized the limited financial capacity of the ILO. He reiterated the key areas for ILO action: expanding the knowledge base to inform policy-making; documenting country-level experiences and sharing best practices; technical assistance to increase employability; and on-the-ground activities with those directly involved in education and training. He stressed the important role of the YEN in developing national action plans on youth employment as well as its international advocacy role. In conclusion, he stated that ILO action should be relevant, realistic and capable of achieving practical outcomes.
- 175.** The Worker Vice-Chairperson highlighted some important points raised by Government members regarding the role of the ILO: increased policy coherence in promoting decent work, including the need to involve the World Bank, International Monetary Fund (IMF) and WTO towards that end; tackling the underlying causes of poverty and youth unemployment in Africa, suggesting the re-establishment of ILO regional employment

teams; improving labour market data on the informal economy, HIV/AIDS and gender disparities; advocating the involvement of the social partners in policy-making; and promoting the inclusion of youth employment in all development strategies.

Concluding comments

176. The Employer Vice-Chairperson emphasized the importance of the private sector in creating opportunities for young people in developing countries, again recalling the recommendations of the report of the UNDP Commission on the Private Sector and Development, entitled *Unleashing Entrepreneurship: Making Business Work for the Poor* (2004). He warned that the conclusions of the present discussion would not provide the full range of solutions, as policies continuously evolved and national circumstances differed; therefore, many issues needed further discussion and debate. He reiterated the Employers' group's objection to the development of indicators of decent work deficits due to the subjective nature of such measures.
177. The Worker Vice-Chairperson reminded the Committee of three key dimensions of the youth employment challenge – unemployment, underemployment and indecent work. She reiterated the need for a comprehensive, thorough and politically balanced strategy with a rights-based approach. She stressed the importance of focusing on developing countries and reminded the governments of developed countries of their dual responsibility – to tackle youth employment issues in their own countries and their responsibility towards developing countries. In response to concerns about the development of decent work indicators, she explained they would provide guidance on benchmarking progress.

Discussion on the draft conclusions on youth employment of the Drafting Group

178. At its ninth sitting, the Committee considered the draft conclusions. The Chairperson expressed his appreciation to the Drafting Group, with specific mention of the Chairperson of the Drafting Group – the Government member of Jamaica. He outlined the workplan and methods of work for the consideration of the draft conclusions.

Title

179. The Government member of Switzerland, speaking also on behalf of the Government members of Canada, Finland, France, Germany, the Netherlands, New Zealand, Norway, Portugal, Romania, Sweden and the United States, introduced an amendment to remove the words “rewarding and productive” after “decent” in the title and throughout the draft conclusions. Quoting from the ILO public web site definition:

Decent work sums up the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers 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.

“Decent work” was an inclusive phrase and should not be weakened with further qualification. She added that she had the agreement of all Government members for that amendment.

180. The Employer Vice-Chairperson did not support the amendment and felt disappointed that the discussion would start on this issue. The conclusions of the Tripartite Meeting on

Youth Employment: The Way Forward (October 2004) mentioned “decent and productive work” and Report VI, entitled *Youth: Pathways to decent work*, drew attention to United Nations Millennium Development Goal 8 that aimed to reach the target to “develop and implement strategies for decent and productive work for youth”. That terminology, he emphasized, was agreed on in a tripartite debate and he feared that amending it would raise further complications. The Employers’ group could leave “decent work” alone in the title of the draft conclusions and would agree to the deletion of the term “rewarding” throughout the draft report, however, they would not agree to delete the word “productive”.

- 181.** The Government member of France pointed out that the wording adopted by the Drafting Group was subject to discussion and review by the Committee.
- 182.** The Worker Vice-Chairperson supported the amendment presented by the Government members. She mentioned that the Workers’ group had not been comfortable with the qualification of the term “decent work” in the discussion that had led to the conclusions of the Tripartite Meeting on Youth Employment: The Way Forward (October 2004), and had also raised their concerns in the Drafting Group. She added that the concept of “decent work”, agreed upon by all Members of the ILO, was sufficiently broad to cover a whole range of concepts and shared aspirations. Finally, she expressed concern over the term “rewarding”, especially in view of the problems that it would pose in the French translation.
- 183.** The Government members of Luxembourg (speaking also on behalf of the Government members of Austria, Belgium, Cyprus, Czech Republic, Estonia, Ireland, Italy, Slovakia, Slovenia and Spain), Nigeria (speaking on behalf of the Africa group), Tunisia, and Uruguay (speaking also on behalf of the Government members of Argentina, Brazil, Chile, Paraguay and the Bolivarian Republic of Venezuela) all spoke in favour of the amendment. The Government member of the Netherlands recalled that, as stated by the Government member of Switzerland when introducing the amendment, the entire Government group had already agreed to support it and now it also had the support of the Workers’ group.
- 184.** The Employer Vice-Chairperson indicated that his group would later suggest that the adjective “productive” remain in some parts of the text as in the conclusions of the Tripartite Meeting on Youth Employment: The Way Forward (October, 2004). The amendment was therefore adopted, causing a further amendment from the Worker members to fall.

Paragraph 1

- 185.** The Employer Vice-Chairperson introduced an amendment to delete a reference to the appendix to the draft conclusions as well as the appendix itself. That would clarify the text because the appendix mentioned international labour standards that were relevant not only to youth employment but had broader application, and did not include all standards potentially relevant to youth. The Worker Vice-Chairperson responded that the appendix had been intended as a way to simplify the conclusions, so that each of the paragraphs of the text would not have to reference relevant instruments. As the conclusions defined the ILO plan of action, it was important to include references to the relevant standards. If they were not noted in the appendix, the Workers’ group would seek to introduce references in the text to the international labour standards wherever relevant.
- 186.** The Government member of Nigeria opposed the amendment on the grounds that the appendix included the most appropriate international labour standards and would serve as a reminder to all that they should be respected and enforced. The Government member of the

Netherlands agreed that the appendix was a useful means to avoid placing references throughout the text. The Employer Vice-Chairperson withdrew the amendment.

187. Paragraph 1 was adopted.

Paragraph 2

188. Introducing an amendment to add the words “for all” at the end of the paragraph, the Employer Vice-Chairperson explained that that addition would clarify that both poverty eradication and development, referred to in the sentence, applied to all, and equally that resolution of youth employment challenges would benefit society as a whole. The amendment was adopted following support from the Worker Vice-Chairperson and the Government member of Nigeria, speaking on behalf of the Africa group.

189. Paragraph 2 was adopted as amended.

Paragraph 3

190. The Government member of Spain proposed changing *calificaciones* to *cualificaciones* in the Spanish text, which was seconded. The Government member of Argentina proposed instead the word *competencias*. The amendment was adopted as subamended.

191. An amendment to remove the word “developed” in the reference to countries in the paragraph was proposed by the Government members of the Bahamas, Barbados, Jamaica, Suriname, and Trinidad and Tobago, in order to clarify that the existence of an ageing workforce was not limited to developed countries. Following the agreement of the Employer and Worker Vice-Chairpersons, the amendment was adopted.

192. The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, sought to insert “in most developing countries with young workforces” after “challenge”. The proposed amendment was intended to clarify that the demographic situation varied between countries. The Worker Vice-Chairperson suggested that the amendment be withdrawn, following the logic of the previously agreed amendment. The Employer Vice-Chairperson agreed, stating that no distinctions should be made between developed and developing countries, a sentiment echoed by the Government member of Nigeria. The amendment was withdrawn.

193. The Government member of Luxembourg introduced an amendment proposed by the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, to replace the final sentence of the paragraph with “Policy-makers have to consider intergenerational issues and to recognize in this context a life-cycle approach.” She explained that Government members were concerned that the existing sentence suggested competition between older and younger workers, and they wished to highlight intergenerational issues as well as the fact that workers had different needs at different stages of their lives. In supporting the amendment, the Worker Vice-Chairperson proposed a subamendment to add the sentence to the end of the paragraph rather than replacing the current final sentence as proposed. The Employer Vice-Chairperson supported the subamendment but asked for further clarification on the meaning of the life-cycle approach, as it was also mentioned later in the draft conclusions. The Government member of Luxembourg explained that a reference to “life cycle” in the paragraph was appropriate because the paragraph addressed challenges which would include the different needs of workers at different stages in their lives. The amendment was adopted as subamended.

194. Paragraph 3 was adopted as amended.

Paragraph 4

195. The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, proposed replacing “and local” with “regional and international”, to reflect the wide range of employment options available to young people. The Worker Vice-Chairperson agreed that youth were increasingly seeking regional and international prospects, but proposed a subamendment to retain the word “local”. The Employer Vice-Chairperson agreed with the importance of the word “local” but was not clear on the intended meaning of “regional” – for his group that could refer to regions within a country as well as groupings of countries. The Government member of Jamaica clarified that the intent had been to refer to groupings of countries. The Worker Vice-Chairperson, recalling previous discussions on migration, thought the text would be too narrow without “regional and international” but insisted to keep “local” as well. The Employer Vice-Chairperson accepted the Worker members’ subamendment. The amendment was adopted as subamended.

196. The Government member of Italy, seconded by the Government member of Luxembourg, proposed deleting after the word “employers” the words “of young workers”. The aim of the proposed amendment was to clarify that the paragraph referred to all employers, not just to those who employed young workers. The Worker Vice-Chairperson supported the proposed amendment. The Employer Vice-Chairperson proposed a subamendment so that the line would read “governments, employers and young workers”, in order to avoid possible confusion that the “employers” would refer to “young ... employers”. The amendment was adopted as subamended.

197. The Government member of the United States, speaking also on behalf of the Government members of the Netherlands, Norway and Switzerland, proposed to place the final sentence as a separate paragraph, in order to give greater prominence to the sentence’s reference to the Declaration on Fundamental Principles and Rights at Work and its Follow-up, 1998 (ILO). The Worker Vice-Chairperson asked that the proposed amendment be withdrawn, on the basis that the paragraph as written was intended to reflect both the diversity of situations facing youth and the indivisibility of rights for young people. The Employer Vice-Chairperson concurred that the two ideas should be linked in the same paragraph, and the amendment was withdrawn.

198. Paragraph 4 was adopted as amended.

Paragraph 5

199. An amendment proposed by the Government member of Tunisia to delete the paragraph was not seconded and fell.

200. The Government member of the United Republic of Tanzania, seconded by the Government member of Nigeria, proposed amending the first sentence so that it would state that “many young people are in education but only a few are employed in decent jobs ...”. The Employer Vice-Chairperson asked that the amendment be withdrawn, emphasizing that many young persons were indeed in decent forms of employment, and noting that the remainder of the text referred to youth who were not in decent work. The Worker Vice-Chairperson, while recognizing that many young people were in fact unable to secure decent work, concurred with the Employers’ group. The amendment was withdrawn.

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- 201.** The Worker Vice-Chairperson proposed an amendment to replace “, including permanent work as well as freely chosen part-time, temporary, casual or seasonal employment” with “with vastly different employment conditions, including permanent full-time, part-time as well as freely chosen casual, seasonal work”, further subamending it to include the word “temporary.” The intent of the proposed amendment, as subamended, was to recognize the range of types of work that might be sought by young people. The Employer Vice-Chairperson introduced a further subamendment to replace the words “freely chosen” with “mutually agreed” as he wanted to avoid an inference that workers could freely choose forms of employment not offered by their employers. He subsequently proposed the removal of the words “freely chosen”. The Worker Vice-Chairperson agreed to the further subamendment. The amendment as further subamended was adopted.
- 202.** The Employer Vice-Chairperson introduced an amendment to insert the following after the first sentence: “In many countries young people are able to compete with other workers and make successful transitions from education to the world of work. In developed countries, the ageing workforce also presents growing opportunities for young people.” The objective was to show young people that there remained a sense of optimism about their prospects in the world of work. The new sentences provided a better balance between the positive and negative challenges that young people faced.
- 203.** The Government member of the United States supported the proposed amendment, giving evidence from his own experience, noting that the statement reflected the sense of hope for a successful transfer of knowledge from older workers to younger workers. The Government members of Canada and the Netherlands also supported the amendment.
- 204.** The Government member of Nigeria supported the first sentence but challenged the second sentence, stating that it repeated paragraph 3. The Government member of France questioned the underlying assumption that an ageing workforce would automatically result in more jobs for young people.
- 205.** The Worker Vice-Chairperson proposed a subamendment to delete the words “compete with other workers” from the first sentence because the idea of competition did not belong in that paragraph. The Employer Vice-Chairperson agreed to the subamendment, as did the Government member of the Netherlands.
- 206.** The Government member of Tunisia proposed an alternative subamendment that would substitute the word “replace” for the word “compete” which he felt to be too indicative of a sense of rivalry among workers. The Chairperson and others pointed out that that alternative subamendment would become moot if the first subamendment was accepted and consequently the Government member of Tunisia withdrew his subamendment.
- 207.** The Government member of Zimbabwe introduced a subamendment to delete the words “in developed countries” from the second proposed sentence in light of earlier discussions on the same issue. The Worker Vice-Chairperson proposed replacing the word “developed” with “some” so that the second proposed sentence would read “in some countries, ...”. The Employer Vice-Chairperson agreed to the Worker members’ proposal and the amendment as subamended was adopted.
- 208.** Based on the previous discussion, the Employer Vice-Chairperson withdrew an amendment, as did the Government member of the Netherlands, speaking on behalf of the Government members of Australia, Canada, Norway and the United States.
- 209.** The Government member of Australia, speaking also on behalf of the Government members of Canada, the Netherlands, Norway and the United States, introduced an amendment to add the following sentence after the second sentence “These forms of work

can provide entry points for young workers to the labour market and enhance their long-term employment prospects.” That sentence was intended to provide a more balanced picture of the youth employment patterns which currently existed.

- 210.** The Worker Vice-Chairperson opposed the amendment since it seemed to suggest that it was acceptable to discriminate against young workers by encouraging their participation in temporary and substandard working situations. The appropriate balance was evident without the amendment.
- 211.** The Employer Vice-Chairperson endorsed the proposed amendment. The amendment reflected a common theme that he had noted in the Government members’ interventions that alternatives to full-time permanent employment could help young people to get a foot in the labour market. The word “can” implied that the sentence was not meant to imply a universal tenet that held in all cases.
- 212.** The Government member of the United Kingdom supported the proposed amendment. The Government member of the United States stated that alternative types of employment could offer a valuable pathway to a good career. The Government member of Algeria proposed a subamendment to replace the word “work” with “employment”.
- 213.** The Worker Vice-Chairperson stressed that few young people now entered the world of work with a sense of security, which had consequences. She proposed a subamendment to add “and which can sometimes” before “enhance” in order to emphasize that that was not always the case. She also proposed to add the following phrase to the end of the sentence: “but can often lead to young workers being caught in precarious employment”.
- 214.** The Employer Vice-Chairperson found the proposed subamendment from the Workers’ group to be unacceptable because the negative aspects of youth employment were already addressed in the remainder of the paragraph. The Government member of Australia agreed with the Employers’ group and added that the amendment had been proposed as a means to balance the negative points brought out in the latter sentences. Furthermore, “sometimes” and “can” were interchangeable so “sometimes” was not necessary.
- 215.** The Worker Vice-Chairperson supported the subamendment proposed by the Government member of Algeria to replace “work” with “employment” and it was approved. She withdrew her subamendment and proposed an alternative subamendment to change the word “can” to “may”, which the Committee accepted. The amendment was adopted as subamended.
- 216.** The Employer Vice-Chairperson introduced an amendment to replace the words “trapped in” with the words “often with few other choices than”. Other words used in that particular sentence already captured the idea of youth as being trapped in negative forms of work. In his view, the new wording proposed was more descriptive of the problem being identified, namely that, under some circumstances, young people did not have many choices. The word “trapped” was too harsh.
- 217.** The Worker Vice-Chairperson was disappointed by that proposal since her group had already accepted that some positive aspects be added to the first part of the paragraph in order to achieve balance. Evidence showed that many young workers were indeed trapped as a consequence of poor working conditions and lack of security. The only way that she would accept the amendment was if it was subamended to replace the word “trapped” by the word “caught”, as it was important that governments understood the seriousness of the issue of securing work for young people who had no choices.

218. The Government members of Denmark, the Netherlands and the United States, as well as of Côte d'Ivoire, speaking on behalf of the Africa group, did not accept the amendment. The word "trapped" described very clearly the situation of young workers in developing countries and the purpose of the paragraph was to portray positive and negative aspects of some kinds of work. It was balanced as it was. The Employer Vice-Chairperson withdrew the amendment.

219. Paragraph 5 was adopted as amended.

Paragraph 6

220. The Government member of the Bahamas, speaking also on behalf of the Government members of Barbados, Jamaica, Suriname, and Trinidad and Tobago, introduced an amendment to delete the words "in developing countries" after "there is significant regional variation in youth employment": that was true for both developed and developing countries. The amendment was adopted without discussion.

221. The Government member of Algeria, seconded by the Government member of Côte d'Ivoire, introduced an amendment to replace "the uneven impacts of globalization and the asymmetries in current global economic activity" with "the negative impacts of globalization and an inequitable distribution of the fruits of progress and development on a global scale". The amendment clarified the negative nature of the effects of globalization as well as the increased inequity among countries caused by globalization.

222. The Employer Vice-Chairperson could not support the proposed amendment because the text had already been widely debated in the Drafting Group and was already an acceptable compromise. Its purpose was to reflect the uneven impact of globalization, but it was important not to portray globalization as being only negative. Globalization was a reality that could also offer part of the solution to some problems. He proposed a subamendment to use the word "uneven" instead of "inequitable".

223. The Government member of Algeria agreed that globalization had both negative and positive effects, and proposed another subamendment to remove the word "negative".

224. The Worker Vice-Chairperson, despite her great sympathy for the Africa group, indicated that it might be difficult to replace the word "asymmetries" with "inequitable distribution". There had already been a discussion in the Drafting Group concerning the choice of that word and it had been impossible to reach consensus. The word "asymmetries" was a compromise and would be better to build a platform for work. The Government members of the Netherlands, Portugal and the United States supported the Workers' group.

225. The amendment was withdrawn.

226. The Government member of the Bahamas, speaking also on behalf of the Government members of Barbados, Jamaica, Suriname, and Trinidad and Tobago, introduced an amendment to replace the word "scourge" at the beginning of the third sentence, with the word "impact", which they considered to be less emotionally charged, more measurable and practical.

227. The Employer and Worker Vice-Chairpersons preferred to maintain the existing text and the proposed amendment was withdrawn.

228. The Government member of the Syrian Arab Republic, seconded by the Government member of Algeria, introduced an amendment to insert the words "and occupation" after

the word “conflict” in order to take into account the devastating effect that occupation could have on youth employment.

- 229.** The Employer Vice-Chairperson did not support the amendment because it was important to remember that the conclusions should focus on youth employment. The amendment would detract from the discussion. The Government members of Canada, France and the Netherlands agreed with the Employers’ group.
- 230.** The Worker Vice-Chairperson understood very well that occupied territories could not grow because of the lack of independent and democratic government. She considered that the words “armed conflict” were strong enough and included the concept of occupation. She therefore could not support the proposed amendment. The amendment was withdrawn.
- 231.** The Employer Vice-Chairperson introduced an amendment to delete “and the persistence of the informal economy” from the third sentence. In many countries the informal economy generated a large part of gross domestic product (GDP) and therefore reference to it in that context among other more problematic circumstances such as armed conflict, was not appropriate. It was better to address the informal economy in a separate paragraph.
- 232.** The Worker Vice-Chairperson preferred that the text remain but she agreed that the Employers’ group had made some valid points. Given the importance of the issue of the transition from the informal to the formal economy, it was important to ensure that that was dealt with elsewhere in the text if the amendment was adopted. The Government members of Côte d’Ivoire and Uruguay both preferred the original text, as governments had an interest in bringing the informal economy into the formal one. The Employer Vice-Chairperson assured the Workers’ group that the reference to the informal economy would be addressed elsewhere. The amendment was adopted.
- 233.** An amendment submitted by the Government members of the Bahamas, Barbados, Jamaica, Suriname, and Trinidad and Tobago fell as a consequence of other amendments being adopted.
- 234.** The Worker Vice-Chairperson introduced an amendment to insert “and gender inequality” after “informal economy” in the second sentence, to acknowledge the untapped potential of the participation of women. The Employer Vice-Chairperson supported the amendment and stated that that issue was about investing in human capital, the potential for economic growth, sustainability of the economy and justice. The Government member of Canada supported the proposed amendment. The amendment was adopted.
- 235.** The Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago withdrew an amendment, as did the Employer Vice-Chairperson, as a consequence of other amendments being adopted.
- 236.** Paragraph 6 was adopted as amended.

Paragraph 7

- 237.** The Worker Vice-Chairperson introduced an amendment to insert “slow and jobless economic growth” after the words “linked to” in the first sentence. The amendment acknowledged the differences in the employment intensity of growth between countries. The Employer Vice-Chairperson did not support the amendment as the subsequent paragraph dealt with employment-intensive growth.
- 238.** The Government member of Algeria supported the amendment, stating that slow economic growth was an obstacle to the creation of jobs, even in developed economies. He offered a

subamendment, changing the text to “slow economic growth which generates few jobs”. The Workers’ group supported that subamendment but further subamended it to “slow economic and employment growth”. The Employer Vice-Chairperson agreed to the text as finally subamended. The amendment was adopted as subamended.

239. Paragraph 7 was adopted as amended.

Paragraph 8

240. The Worker Vice-Chairperson proposed replacing the words “entering and remaining in the labour market” with “securing and retaining decent work” to clarify that the issue being addressed was about staying in the labour force.

241. The Employer Vice-Chairperson thought that the amendment did not change the substance so he accepted it. The amendment was adopted.

242. Paragraph 8 was adopted as amended.

Paragraph 9

243. The Government member of Italy, seconded by the Government member of Luxembourg, proposed replacing “Whilst employment cannot be directly created by legislation or regulation, it is recognized that appropriate regulation can provide employment protection, particularly for young people.” with “Whilst employment cannot be directly created but only incentivated by legislation or regulation, it is recognized that appropriate regulation can provide employment protection, which is a basic condition in order to create decent work, particularly for young people.” The intent of the proposed amendment was to underline that policies could play a positive role in indirectly promoting employment and employment protection, which was an important factor in creating decent work.

244. The Employer Vice-Chairperson did not support the proposed amendment. The wording chosen by the Drafting Group was the result of a long discussion, and was taken directly from a previous discussion on youth employment. The Government member of the United States agreed with the Employers’ group. The Government member of Australia also preferred the original text.

245. The Government member of Luxembourg, speaking also on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, supported the amendment. The Government member of Denmark added that ALMPs and other measures had an indirect effect in creating employment. The Government member of Argentina, speaking on behalf of the Government members of the MERCOSUR countries, also supported the amendment.

246. The Worker Vice-Chairperson suggested a subamendment to replace the word “incentivated” with “encouraged” and to replace “appropriate regulation” with “labour legislation based on international labour standards”.

247. The Employer Vice-Chairperson appreciated the Workers’ group’s proposal but still thought the original draft text reflected the appropriate balance, and that a practical message was needed. Legislation and regulation did not create jobs, but they did have a role in protecting young workers. However, that point was more appropriately made in other paragraphs.

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248. The Worker Vice-Chairperson disagreed with the view of the Employers' group, stating that numerous studies supported the view that legislation which protected workers could help productivity and economic growth.
249. The Employer Vice-Chairperson proposed an additional subamendment to add after "employment protection" the words "and underwrite increased productivity", which the Workers' group supported.
250. The Government member of Algeria proposed another subamendment to insert after "labour legislation" the words "and regulation", to which the Employers' group agreed. The amendment was adopted as subamended.
251. The Government member of Jamaica, on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, and the Government member of Tunisia proposed an amendment to delete the sentence "[Labour laws should apply to all young workers, including those in the informal economy and those currently lacking protection because of disguised employment relationship.]" since laws and regulations applied to all citizens, and the sentence did not add any value. The Employer Vice-Chairperson supported the amendment, stating that labour laws should apply to all young workers and that there was no reason to single out particular categories of young workers.
252. The Worker Vice-Chairperson agreed with the principle that labour laws should apply to all, but emphasized the need to recognize gaps in actual protection, particularly for young workers most at risk in the informal economy and those lacking protection due to disguised employment relationships, who were denied the protection of labour legislation and access to social security. The issue was prevalent in both developed and developing countries.
253. The Government member of the Netherlands asked that the text be retained to emphasize the notion that labour laws should apply to all young workers, including those in the informal economy. She pointed out that during the general discussion on Report V, entitled *The scope of the employment relationship*, at the 91st Session of the International Labour Conference in 2003, there had been no controversy over the concept of a disguised employment relationship. The Government member of Côte d'Ivoire, speaking on behalf of the Africa group, agreed and emphasized the need to highlight that laws and legislation should apply to all youth, including those who were currently not covered. The Government member of Algeria also agreed with keeping the original text.
254. The Government member of Jamaica defended the proposed amendment by reiterating that all laws always applied to all workers. He noted that some citizens might be under the perception that they had no recourse to law, but that was a matter of public education and better law enforcement. The Government member of Tunisia supported the amendment, noting that there was no need to discriminate between informal and formal employment.
255. The Employer Vice-Chairperson drew the attention of the Committee to two issues. First, the words "labour laws should apply to all young workers" would appear elsewhere in the conclusions so the sentence was not needed there. Second, with respect to the disguised employment relationship, the topic had grown out of the general discussion on Report V, entitled *The scope of the employment relationship*, at the 91st Session of the International Labour Conference in 2003, and the Governing Body of the ILO had subsequently resolved to discuss the matter further during the general discussion at the 95th Session of the International Labour Conference in 2006, with a view to developing a Recommendation. Hence, he concluded that the issue had not been resolved and that it was inappropriate to discuss it at that time. With regard to workers in the informal economy, he stated that there were some conceptual difficulties in that, by definition, the informal economy was informal due to the lack of coverage by labour legislation.

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- 256.** The Government member of Canada stated that the sentence should not be completely removed but could be reworded. The Government member of Luxembourg agreed.
- 257.** The Worker Vice-Chairperson clarified that the sentence under consideration was a compromise text, and emphasized that the Committee should be prepared to recognize that unfortunately labour laws often did not cover workers in the informal economy, who were harassed, abused or unpaid, and workers in a disguised employment relationship who did not receive their rightful entitlements. She asked for withdrawal of the proposed amendment. The Government member of Uruguay concurred, stating that the sentence should be maintained since many workers had to resort to the informal economy as a source of employment.
- 258.** The Government member of Jamaica proposed a rewording of the sentence to read “Labour laws do apply to all workers and should be supported by active public education and enforcement.” The Chairperson ruled that procedurally it was not possible to subamend an amendment seeking to delete the entire sentence. The proposed amendment was withdrawn.
- 259.** The Government member of Denmark, speaking also on behalf of the Government member of the United Kingdom, introduced an amendment to replace the bracketed text with “Labour laws and, where they exist, collective agreements should apply to all young workers, including those currently lacking protection because of disguised employment relationships. Efforts should be made to move those in the informal economy into the formal economy.” The Government member of Algeria, and the Government member of Luxembourg, speaking on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, supported it.
- 260.** The Employer Vice-Chairperson proposed a further subamendment, to place after “disguised employment” a footnote reading “As referenced in the conclusions of the ILO general discussion on the employment relationship [2003]”. The Government member of Denmark agreed with that proposal. The Government member of Jamaica proposed a further subamendment to include a reference to active public education and enforcement, but withdrew it after observations that education and labour administration would be dealt with later in the text. The amendment, as subamended by the Government member of Denmark and the Employer members, was then adopted.
- 261.** As a consequence of the preceding discussion, amendments proposed by the Employer members and the Government member of Algeria both fell, and the Employers’ group and Workers’ group each withdrew one amendment.
- 262.** Paragraph 9 was adopted as amended.

Paragraph 10

- 263.** The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, proposed that the paragraph refer to “employment of” youth rather than “investment in” on the grounds that “investment” was too broad a term. The Employers’ and Workers’ groups preferred to retain “investment”. The proposed amendment was withdrawn.
- 264.** Paragraph 10 was adopted without amendment.

Paragraph 11

- 265.** The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, proposed that the words “investment in” be added after “undermines”. The Employer Vice-Chairperson and the representative of the Worker Vice-Chairperson supported the amendment, and it was adopted.
- 266.** The Government member of Italy suggested replacing the words “and are also associated” with “and may also be associated” so as not to suggest an automatic link. The amendment was supported by the Government member of Luxembourg, on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, along with the Employers’ and Workers’ groups. The amendment was adopted.
- 267.** Paragraph 11 was adopted as amended.

Paragraph 12

- 268.** The Government member of Algeria, seconded by the Government member of Nigeria, proposed deleting the word “uneven” from the first bullet point. The Employer Vice-Chairperson did not agree with the proposed amendment because the word had been agreed upon by the Drafting Group.
- 269.** Following discussion, the Committee agreed to consider a new amendment incorporating that amendment with further changes. The Government member of the United Kingdom introduced a text developed by Government members, adding the words “which may have positive or negative consequences” to the opening sentence of the paragraph, removing the word “uneven” in the first bullet point, and removing the square brackets and the word “many” in the second bullet point. The Employer Vice-Chairperson supported the amendment, noting that it would allow for both positive and negative consequences in factors influencing youth employment.
- 270.** The Government member of Nigeria, on behalf of the Africa group, supported the subamendment because it would simplify the future discussions concerning the paragraph. The representative of the Worker Vice-Chairperson also reluctantly supported the subamendment. She noted that the Workers’ group would prefer specific reference to “uneven”, but given the views expressed by the Government member of Nigeria, she was prepared to accept the subamendment in order to promote a consensus. The amendment was adopted as subamended. Consequently, eight further amendments relating to the first two bullet points fell, and a further one was withdrawn.
- 271.** The Government member of Jamaica withdrew an amendment in light of the changed introductory sentence to the bullet points. The representative of the Worker Vice-Chairperson introduced an amendment to the seventh bullet point to change the word “workers” to “the protection of workers’ rights”, a change that the Employer Vice-Chairperson supported as it had no significance. The amendment was adopted.
- 272.** Paragraph 12 was adopted as amended.

Paragraph 13

- 273.** Paragraph 13 was adopted with acknowledgement of a grammatical amendment to the French text.

Paragraph 14

- 274.** The representative of the Worker Vice-Chairperson introduced an amendment to replace in the first sentence the words “can be” with the word “is” because, based on her own experience as a young person, she could assert that the transition from education to work “is” problematic. The Employer Vice-Chairperson supported the amendment and it was adopted.
- 275.** The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, introduced an amendment to insert a new sentence “One concern is where young persons do not possess basic literacy skills that are necessary to access vocational training necessary and transition from a state of unemployability to employability.” following the first sentence of the paragraph. The Employer Vice-Chairperson supported the concept, but suggested that it was already addressed in a later paragraph, a point the representative of the Worker Vice-Chairperson accepted.
- 276.** The Government members of Jamaica, the Netherlands, Nigeria and the United States supported the amendment and agreed that the present paragraph dealt with challenges, the later one with policies. A subamendment proposed by the Employer Vice-Chairperson to address the point by inserting the words “such as basic literacy and numeracy skills” after the word “skills” in the fourth line of the paragraph was not accepted, but his further subamendment to add the words “and numeracy” after the word “literacy” in the first line of the new sentence was adopted, and the amendment was adopted as subamended.
- 277.** The Employer Vice-Chairperson introduced an amendment to reorder the words in the second sentence to make it easier to understand. With the support of the representative of the Worker Vice-Chairperson, the amendment was adopted and consequently two further amendments to the sentence fell.
- 278.** The Employer Vice-Chairperson introduced an amendment to replace the words “secure employment” with the words “sustainable employment opportunities” because employment must be sustainable. The representative of the Worker Vice-Chairperson proposed a subamendment to maintain the word “secure” before the proposed new text, as “sustainable” referred to the duration of employment and “secure” to other qualities. The Government member of Nigeria supported the proposed amendment as subamended, agreeing on the need for both sustainable and secure employment. The Employer Vice-Chairperson stated that as the Committee was not agreeing on an instrument, he would accept the subamendment. The amendment was adopted as subamended.
- 279.** Three other amendments to the paragraph were withdrawn, and paragraph 14 was adopted as amended.

Paragraph 15

- 280.** An amendment submitted by the Employer members was withdrawn as it conflicted with a previously adopted amendment, and paragraph 15 was adopted without amendment.

Paragraph 16

- 281.** The representative of the Worker Vice-Chairperson proposed the insertion of the words “sexual harassment” after “discrimination” to reflect that additional obstacle faced by young women. The Employer Vice-Chairperson expressed his agreement and the amendment was adopted.

282. The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, proposed inserting a new paragraph reading “In some cases young persons are denied access to employment opportunities for which they are fully qualified and competent solely on the basis of their youth.” The Employer Vice-Chairperson did not support the amendment on the grounds that it highlighted only one of many grounds for discrimination and might suggest others were less important, that it presented employers negatively, and that a later paragraph addressed discriminatory barriers. The Worker Vice-Chairperson supported strengthening the reference to discrimination in the later paragraph if the proposed amendment was withdrawn.

283. The Government members of the Netherlands and the United States proposed subamendments, the first to place the text as a final sentence in paragraph 16, and the second to replace “youth” with “age” as a more inclusive term. Both subamendments were welcomed by the Government member of Jamaica. The Employer Vice-Chairperson expressed concern that the sentence could imply that employers deliberately denied access as a general state. The Government members of Jamaica and Nigeria observed that the new text clearly referred to “in some cases” and did not imply a general condition. The Employer Vice-Chairperson agreed with the consensus and the amendment as subamended was adopted.

284. Paragraph 16 was adopted as amended.

Paragraph 17

285. The Worker Vice-Chairperson explained that the amendment proposing to replace the words “and their organizations” with “, worker organizations” was intended as a clarification. The Employer Vice-Chairperson supported the amendment. Following a question from the Government member of Canada as to whether the change would imply that other “organizations of young persons” would not be involved in the development of policies and programmes, the Worker Vice-Chairperson stated that the paragraph referred to the participation of the social partners in tripartite processes, and was not intended to exclude the possibility of the partners inviting other organizations to participate in discussions. The amendment was adopted.

286. Paragraph 17 was adopted as amended.

Paragraph 18

287. Paragraph 18 was adopted without amendment.

Paragraph 19

288. The Employer members proposed an amendment to open the paragraph with the words “Although one size does not fit all,” as that phrase had been used in the Committee’s discussion and emphasized the message. The amendment was adopted.

289. An amendment proposed by the Government member of Côte d’Ivoire fell as it was not seconded.

290. The Government member of Luxembourg introduced an amendment proposed by the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, to add the sentence “Youth employment should be considered in all social, employment and economic policies through a well-

balanced policy mix.” between the first and second sentences, with the intention of strengthening the text and emphasizing that all policies were interrelated. The Employer Vice-Chairperson agreed that that was a helpful addition but suggested modifying it to refer to all relevant policies as potentially some policies would not affect youth employment. In agreeing to that subamendment, the Government member of Luxembourg stressed that the relevance of all policies to youth employment had been their intention but she would accept the subamendment. The amendment was adopted as subamended.

- 291.** The Worker Vice-Chairperson explained that the intent of the proposed amendment to add the word “trade” to the description of the supportive policies was to reflect the Global Employment Agenda’s recognition of the impact of trade policy, and the relationship between trade policy and employment outcomes. The Employer Vice-Chairperson indicated that his group did not accept the proposed amendment and would be concerned about entering into areas of policy outside the ILO’s mandate. The Worker Vice-Chairperson reminded the Committee that the ILO Governing Body Committee on Employment and Social Policy had recently had a major discussion on trade policy, and that the intention of the proposed amendment was not prescriptive but served to identify an area for national policy, among others. Following comments from the Government members of Germany and Nigeria, the Employer Vice-Chairperson suggested a subamendment to add “national” to the word “trade”, and the amendment was adopted as so subamended.
- 292.** The Government member of Luxembourg, on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, proposed an amendment to insert “, with a full involvement of social partners,” after the word “policies”. She stated that the role of social partners was vital, especially in regard to training and wage policies.
- 293.** The Worker Vice-Chairperson expressed her concern that the role for the social partners in the proposed amendment was specific to the EU and might not be appropriate in other countries. The Employer Vice-Chairperson suggested a subamendment to replace the words “a full” by “appropriate”, a proposal supported by the Workers’ group and the Government members of Luxembourg, New Zealand and Nigeria. The amendment was adopted as subamended, with an acknowledgement of the drafting point noted by the Government member of the United States.
- 294.** The Government member of New Zealand, supported by the Government member of Canada, proposed an amendment to replace the words “which include an intergenerational approach” with “that aim to prevent cycles of disadvantage from being repeated across generations” in order to clarify the meaning of “an intergenerational approach”. The amendment was supported by the Employers’ and the Workers’ groups, as well as by the Government member of Nigeria, and was adopted.
- 295.** Paragraph 19 was adopted as amended.

New heading before paragraph 20

- 296.** The Employer members proposed adding a new heading “Economic growth” before paragraph 20. They introduced the amendment by noting that such a heading would help readers navigate through the document. Following a discussion in which many members of the Committee expressed support for the principle of sub-headings but raised concerns about the practicality of seeking to reach agreement, the proposed amendment was withdrawn.

Paragraph 20

- 297.** The Worker Vice-Chairperson proposed the insertion of a new sentence “Governments require greater policy autonomy and space to pursue expansionary macroeconomic policies and industrial policies designed to expand the manufacturing and service sectors of the economy.” before the sentence starting “Social progress ...”. She explained that that sentence was intended to reflect developing countries’ views that they were constrained in their policy choices by external actors. She noted that there was a need to recognize that the governments of developing countries had the right to pursue their own economic and social objectives. The Employer Vice-Chairperson wished to hear Government members’ positions on the amendment.
- 298.** The Government members of Australia, Canada and France did not support the amendment on the basis that the conclusions should focus on practical policy issues for young people. The Government member of Nigeria supported the amendment by noting that most African countries needed some policy autonomy, particularly with respect to the Bretton Woods institutions, to effectively carry out their policy objectives, a view supported by the Government member of Argentina, on behalf of the Government members of the MERCOSUR countries and the Bolivarian Republic of Venezuela.
- 299.** The Worker Vice-Chairperson clarified the amendment, noting that it stated that all governments had the right of self-determination.
- 300.** The Government member of the Netherlands suggested a subamendment to delete the word “greater” between the words “require” and “policy autonomy”. She noted that it would make the amendment neutral by indicating that it avoided the issue of more or less policy autonomy. The Worker Vice-Chairperson accepted the subamendment.
- 301.** The Employer Vice-Chairperson expressed concern that the proposed amendment as subamended still gave particular focus to expansionary macroeconomic policy, which entailed risks that could have a counter-productive effect on the economy and on youth employment. The Employers’ group did not support the amendment as subamended.
- 302.** The Government members of Argentina and Jamaica supported the subamendment, stating that governments required some policy room and autonomy and had the right to accept risks.
- 303.** The Worker Vice-Chairperson observed that the proposed amendment expressed the principle that every nation should have some level of autonomy to make such decisions.
- 304.** In an attempt to reach a consensus, the Government member of Luxembourg, speaking on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, proposed a subamendment to replace the beginning of the amended text with “Governments should have space and ownership of their macroeconomic policies”.
- 305.** The Worker Vice-Chairperson supported that proposal with a further subamendment to replace the phrase “space and ownership of” in the subamendment and the words “macroeconomic policies and industry policies designed to expand the manufacturing and service sectors of the economy” in the original amendment, with the words “increased policy space to ensure ownership of their macroeconomic and industry policies, enabling them to expand their economies, including the manufacturing and service sectors”.
- 306.** The Employer Vice-Chairperson stated that the subamendment proposed by the Government member of Luxembourg offered a good solution and questioned whether the

Workers' members' subamendment satisfied the Government members. In response, the Government member of Nigeria reminded the Committee of a previous discussion on whether "policy space" needed to be qualified, and proposed to delete the word "increased"; the Government member of the Netherlands agreed.

307. The Worker Vice-Chairperson reluctantly agreed to remove the word "increased" so that the sentence would read "Governments should have policy space to ensure ownership of their macroeconomic and industrial policies, enabling them to expand their economies, including the manufacturing and services sectors." The Employer Vice-Chairperson accepted that formulation and the amendment was adopted as amended.
308. The Worker Vice-Chairperson introduced an amendment to replace "trade and foreign investment, should be harnessed to create high-quality jobs and training opportunities for young people" with "the rules and institutions governing international trade, finance and foreign direct investment should be reformed in order to promote decent work for youth".
309. The Employer Vice-Chairperson stated that he was prepared to consider an amendment to introduce the scope for improving the environment for international trade and foreign direct investment, but that needed to refer to policies. Therefore, he put forward a further subamendment to add before the word "globalization" the words "policies relating to" and after the word "should" to replace the words "be reformed" with the words "seek and, where required, be adapted to".
310. The Worker Vice-Chairperson suggested that the sentence be divided into two. After the word "hand" a full stop should be inserted, the comma and the word "and" should be deleted, and the new sentence would start with the words "Policies relating to". Second, the words "seek and, where required, be adapted to" should be replaced with "be reformed, wherever necessary,".
311. The Employer Vice-Chairperson put forward a proposal to combine his previous subamendment with the latter subamendment proposed by the Workers' group, to read "Social progress and economic growth should go hand in hand. Policies relating to globalization, including trade and foreign direct investment, should, wherever necessary, be reformed to create decent jobs for young people.", which ensured a balance of concepts. The Government member of Nigeria and the Worker Vice-Chairperson supported that proposal and the amendment, as subamended, was adopted. As a consequence, other proposed amendments to the paragraph fell.
312. The Worker Vice-Chairperson introduced an amendment to add "trade" to the list of policies (monetary and fiscal), noting that this amendment acknowledged the broader policy mix.
313. The Employer Vice-Chairperson agreed and proposed a subamendment to replace the word "must" with "should" in order to make the statement more directive than imperative, and to add "social security" to the list of policies so that the statement would read "monetary, fiscal, trade and social security policies".
314. The Worker Vice-Chairperson welcomed the additional focus on social security but asked the Employers' group to consider a further subamendment to move it to the end of the sentence so that it would read "employment generation and adequate social security". The Employer Vice-Chairperson clarified the intention to have the issue of social security addressed as a matter of policy attention and not as an outcome. The Government member of Denmark supported the subamendment proposed by the Employers' group, noting that "social security" should be added in connection with policies alone. The Government member of the Netherlands agreed.

315. The Worker Vice-Chairperson proposed an alternative subamendment to refer to social security in both places, in other words, with “policies” and also at the end of the sentence. The Employer Vice-Chairperson proposed that the end of the sentence read “... and social protection”, to which the Worker Vice-Chairperson agreed. The amendment was adopted as subamended, and a subsequent amendment fell as a result.

316. Paragraph 20 was adopted as amended.

Paragraph 21

317. The Government member of Luxembourg introduced an amendment, on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, to replace “debt cancellation” with “debt relief”, proposing a subamendment to change the text to “international debt relief, including debt cancellation”. Debt relief could involve debt cancellation but could also cover areas such as extension of time frames for repayments or transfers to public investment. The Worker and Employer Vice-Chairpersons supported the amendment as subamended.

318. Although the Government member of Nigeria preferred “debt cancellation”, she was willing to support the amendment. She added that in Africa debt repayments served to restrain governments from dealing with other problems, and noted her intention to address the matter in other forums. The Government member of Uruguay, also speaking on behalf of the Government members of Chile and the Bolivarian Republic of Venezuela, echoed the sentiments of the Government member of Nigeria. The amendment was adopted as subamended.

319. The Worker Vice-Chairperson introduced an amendment to include a reference to the recommendations of the World Commission on the Social Dimension of Globalization, an important ILO contribution, alongside the reference to the MDGs.

320. The Employer Vice-Chairperson noted that the amendment failed to recognize the fact that the recommendations of the Commission were not agreed to, in totality, by all the Commissioners who produced the report. He proposed a subamendment to change the text to “some of the recommendations” and delete “should be implemented” from the end of the sentence to be replaced with “in this regard”. The Government members of Italy and Nigeria supported the amendment, as subamended.

321. The Government member of Denmark recalled that all of the relevant instruments specific to youth employment were listed in paragraph 1 and, therefore, did not support the proposed amendment. The Government members of Switzerland and the United Kingdom concurred.

322. The Worker Vice-Chairperson, emphasizing that the inclusion of the word “some” diluted the message, reluctantly agreed to the Employers’ group’s subamendment. The amendment was adopted as subamended.

323. The Government member of Luxembourg introduced an amendment on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, to replace the words “poverty reduction” with “poverty eradication”. She emphasized that that served to strengthen the policy message concerning the fight against poverty. As there were no objections, the amendment was adopted.

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- 324.** The Government member of the United Republic of Tanzania, seconded by the Government member of Nigeria, proposed an amendment to insert the words “in September 2005” after “MDGs” to add clarity. The amendment was adopted.
- 325.** The Government member of Luxembourg, on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, proposed an amendment to replace the words “work for young people” with “work for all with a focus on young people” at the end of the last sentence to make it more inclusive. The Government member of Algeria proposed a subamendment to add the word “decent” before the word “work”. The amendment was adopted as subamended.
- 326.** Paragraph 21 was adopted as amended.

Paragraph 22

- 327.** The Worker Vice-Chairperson proposed an amendment to replace “A number of complementary policies are needed to enhance economic growth and high levels of employment.” with “A range of complementary policies are needed to enhance the employment content of growth in order to achieve sustained rates of economic and productive employment growth.” She subsequently proposed a subamendment to replace the words “in order to ... employment growth” by “while also increasing productivity”.
- 328.** The Government member of Luxembourg emphasized the need for well-balanced policies and to ensure employment rights and social protection. The Government member of Belgium pointed out the need to consider the quality of employment, as well as its productive aspect. To capture the Government members’ views, the Worker Vice-Chairperson proposed to add “and ensuring adequate social protection” at the end of the sentence.
- 329.** The Employer Vice-Chairperson supported the amendment with the change put forward by the Workers’ group to capture the concerns of the Government members. The amendment was adopted as subamended. As a consequence, four subsequent amendments fell.
- 330.** The Government member of Jamaica, speaking also on behalf of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, introduced an amendment to insert the phrase “the quality of the” after “as well as” in the final sentence in order to capture a broader notion of labour supply. As there were no objections, the amendment was adopted.
- 331.** The Employer Vice-Chairperson introduced an amendment to add the words “strengthen enterprises and” after the words “seek to”, in order to identify one of the important objectives for policy development. He clarified that the intent was to ensure the sustainability of enterprises, and the amendment was therefore adopted.
- 332.** The Employer Vice-Chairperson proposed adding a new sentence at the end of the paragraph, as follows: “Governments should review all policies to ensure they do not discriminate against the hiring of youth.” The Worker Vice-Chairperson and the Government member of Algeria supported the amendment, which was adopted.
- 333.** Paragraph 22 was adopted as amended.

Paragraph 23

334. The Employer Vice-Chairperson proposed replacing the word “jobs” with the word “work”, on the basis that “work” was a more inclusive term. With the support of the Worker Vice-Chairperson, the amendment was adopted.
335. The Government member of Portugal introduced an amendment, on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, to replace the words “reduce poverty” with “eradicate poverty”, for the same reasons as previously discussed. The amendment was adopted.
336. Paragraph 23 was adopted as amended.

Paragraph 24

337. The Employer Vice-Chairperson withdrew an amendment relating to headings. The Worker Vice-Chairperson withdrew an amendment to add “in the formal economy” after the words “to become entrepreneurs”, having heard no support from the Employer Vice-Chairperson, the Government member of France or the Government member of the Netherlands. In doing so, she requested that the record take note of her statement that all parties should agree that government policies should encourage the creation of enterprises in the formal economy, and should not drive development of informal economy enterprises.
338. The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, proposed adding the words “and venture capital” after the word “credit”, to reflect that that was as important as credit for young entrepreneurs. The aim of the proposal was to address the most pertinent issue of helping young people to become entrepreneurs. In order to succeed, they would need access to credit and venture capital. The amendment was adopted.
339. The Government member of Jamaica withdrew an amendment relating to SMEs following discussion.
340. Paragraph 24 was adopted as amended.

Paragraph 25

341. The Employer Vice-Chairperson introduced an amendment to start the paragraph with the words “As stated in the 2004 UNDP report *Unleashing entrepreneurship: Making business work for the poor*”, and in line 1 to replace “should” with “have to”. The Worker Vice-Chairperson, noting that the paragraph was a quotation, proposed a subamendment deleting the second part of the proposed amendment. The amendment was adopted as subamended and, as a consequence, an amendment proposed by the Government member of Algeria fell.
342. Paragraph 25 was adopted as amended.

Paragraph 26

343. The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, introduced an amendment to delete the words “including entrepreneurship” and the comma after the word

“cooperatives”. He explained that it was a grammatical question and in his view “entrepreneur” was included in the term “small enterprises”. Neither the Employer nor Worker Vice-Chairpersons supported the amendment, stating that, in their view, the existing text reflected links among the three. The amendment was therefore rejected.

344. The Worker Vice-Chairperson introduced an amendment to insert the words “in the formal economy” after “enterprises”, to illustrate the need for policies to support formation of enterprises in the formal economy and movement of workers from the informal to the formal economy. The Employer Vice-Chairperson did not support the amendment because he believed that policies did not have the ability to move workers from the informal to the formal sector. The Government member of Uruguay supported the amendment based on experience in her region where governments were making such efforts. The Government members of Denmark and the Netherlands did not support the amendment. The Government member of Algeria introduced a subamendment to use the words “legally existent” instead of the words “in the formal economy”. The Employer Vice-Chairperson did not support the subamendment and offered a further subamendment that would add the words “and to assist young persons in the informal economy to move to the formal economy” following the word “enterprises”. The amendment was adopted as subamended under the condition that the Office would edit the final text.

345. A further amendment relating to a heading was withdrawn by the Employers’ group, and paragraph 26 was adopted as amended.

Paragraph 27

346. The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, introduced an amendment to delete the two sentences “In developing countries, policies seeking to increase agricultural production, rural non-farm income The provision of adequate high-quality public services ... and enabling environment for increased private investment and job growth.”, explaining that those sentences were too prescriptive of policies that should be pursued. The Worker and Employer Vice-Chairpersons understood the concern that the list could be considered too exclusive. A subamendment to retain the sentences while changing “should” to “could” was adopted and the amendment was adopted as subamended.

347. The Worker Vice-Chairperson proposed adding “, tourism” after “manufacturing”, as that was one of the sectors noted by the Committee as an area of potential employment for young people. The amendment was adopted. She withdrew an amendment and introduced a further amendment to insert the word “especially” after “services” in the phrase “public services in developing countries” to clarify that the phrase referred to both developed and developing countries. The amendment was supported by the Government members of Côte d’Ivoire and the Netherlands, and was adopted.

348. Paragraph 27 was adopted as amended.

Paragraph 28

349. The Worker Vice-Chairperson introduced an amendment to add the words “social protection” following “labour market”. The Government member of Canada proposed a subamendment to insert the word “policies” so that the text would read “labour market and social protection policies and employment legislation ...”. The amendment as subamended was adopted, and in consequence a subsequent amendment fell.

350. The Government member of Canada, speaking also on behalf of the Government members of New Zealand, Norway, Switzerland and the United States, proposed that the words “based on” in the phrase “... legislation and regulations, based on international labour standards ...” be replaced with “which take into account” to recognize that different countries would use the framework of international labour standards differently. After discussion, the amendment was adopted.

351. The Employer Vice-Chairperson proposed that two amendments dealing with reorganization of text in the paragraph be dealt with together. The amendments would increase ease of comprehension of the text. He proposed that the text in the second sentence following the words “employment of young persons” be deleted, and that the words “and recognizing collective bargaining, freedom of association, workplace safety, policies on wages and hours of work and other labour standards” be inserted into the first sentence after the words “social dialogue”. The Worker Vice-Chairperson proposed a subamendment to use common ILO terminology, referring to “the right to collective bargaining and the promotion of freedom of association”. The amendment was adopted as subamended. A further amendment was withdrawn by the Worker Vice-Chairperson.

352. Paragraph 28 was adopted as amended.

Paragraph 29

353. The Government member of Côte d’Ivoire, seconded by the Government member of Algeria, introduced an amendment to reflect that in some countries not all of the proposed mechanisms existed as yet. In place of the original text that “Governments and employers’ and workers’ organizations should jointly and regularly monitor the labour market and employment situation of young people”, the text after “jointly” would read “establish labour market information and monitoring mechanisms to ensure a regular flow of information on the employment situation and specifically that of young people”.

354. The Government members of France and the Netherlands supported the amendment. The Worker Vice-Chairperson proposed a subamendment that would insert “in consultation with” after “governments”, which was further subamended by the Government member of the Netherlands to delete the word “jointly”. The amendment was adopted as subamended.

355. The Employer Vice-Chairperson proposed an amendment adding “where appropriate” at the end of the last sentence, because some countries might already have effective policies. The Worker Vice-Chairperson subamended that to read “where necessary”, and the amendment was adopted as subamended.

356. Paragraph 29 was adopted as amended.

Paragraph 30

357. After discussion, two amendments proposed by the Government member of Algeria, one by the Government member of Jamaica, and one by the Employer members were withdrawn.

358. The Employer Vice-Chairperson proposed adding “processes such as” after the word “through” in the phrase “... social and labour protection through well-resourced labour inspection ...” in order to clarify that the examples given were not comprehensive. The amendment was adopted.

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- 359.** The Worker Vice-Chairperson proposed an amendment to replace “free organization of” with “right to organize” in the phrase “The free organization of informal economy workers and employers ...” as the existing text use of “free” was not clear. The Employer Vice-Chairperson noted that the “right to organize” was not a phrase associated with employers’ organizations, and that they understood “free” to include the free choice of individuals to join organizations. The Worker Vice-Chairperson introduced a subamendment to delete the word “free” in the original text. The amendment was adopted as subamended.
- 360.** The Employer Vice-Chairperson proposed an amendment to insert “(including the removal of barriers to business entry)” after “regulatory changes”. The amendment was adopted.
- 361.** The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, proposed an amendment to add “through incentives, such as management training, easy access to subsidized credit and simplified registration systems” to the final sentence following “enable young people in the informal economy to make the transition to the formal economy”, to illustrate steps that could be undertaken. The Worker Vice-Chairperson proposed subamending the text to replace “easy” with “increased” and to delete “subsidized”. The amendment was adopted as subamended.
- 362.** Paragraph 30 was adopted as amended.

Paragraph 31

- 363.** After discussion, the Government member of Jamaica withdrew an amendment.
- 364.** The Worker Vice-Chairperson proposed an amendment to add the words “inclusive of quality public services” after the word “infrastructure”, observing that without the quality element, public services would not support a good investment climate. The Employer Vice-Chairperson moved a subamendment to add “, recognition of property rights” at the end of the amendment since it was an important issue that had not yet been included in the conclusions. The amendment as subamended was adopted.
- 365.** Paragraph 31 was adopted as amended.

Paragraph 32

- 366.** The Employer Vice-Chairperson withdrew two amendments, and the Government member of Jamaica another.
- 367.** The Employer Vice-Chairperson requested that two amendments relating to different paragraphs be dealt with together so that various changes intended to bring the text on training together would be considered at the same time. He proposed moving two sentences from paragraph 32 to paragraph 34 so that the two sentences from paragraph 32 – “Enterprises have a critical role to play in investment in training. A number of mechanisms used in combination to further investment to training and to guarantee access to training are required.” – and the associated footnote reference to paragraph 12 of the resolution concerning human resources and development from the 88th Session of the International Labour Conference in 2000, would be placed in paragraph 34 between the sentences “A variety of initiatives ... training to labour market needs.” and “National policies should ... and training opportunities.” The Worker Vice-Chairperson suggested that the Office review whether paragraph 33 should be moved to before 32. The amendment was adopted as subamended.

368. The Worker Vice-Chairperson proposed inserting the words “in training and” following the words “further investment” and the amendment was adopted. The Government member of France, speaking on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, proposed adding the words “and vocational training” following “education” and that was adopted.

369. Paragraph 32 was adopted as amended and paragraphs 32 and 33 were reordered as suggested.

Paragraph 33

370. The Worker Vice-Chairperson noted a French language editorial point. The Government member of Portugal, speaking on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, introduced an amendment to replace “reducing” poverty with “eradicating”. The amendment was adopted.

371. Paragraph 33 was adopted as amended.

Paragraph 34

372. The Worker Vice-Chairperson withdrew one amendment and paragraph 34 was adopted without amendment.

Paragraph 35

373. The Employer Vice Chairperson proposed adding the words “Public and private” and “can” so that the sentence would start “Public and private employment services can provide guidance ...”. The amendment was adopted.

374. The Government member of Jamaica, speaking on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago proposed adding “career” after “provide” and “securing” after “finding” in the same sentence so it would read “... employment services can provide career guidance and ... support young people in finding, securing and retaining jobs”. The two amendments were adopted.

375. Paragraph 35 was adopted as amended.

Paragraphs 36, 37 and 38

376. Paragraphs 36, 37 and 38 were adopted without amendment.

Paragraph 39

377. The Employer Vice-Chairperson proposed deleting the words “and cross-cutting themes”, as the reference was not clear. The Worker Vice-Chairperson stated that discrimination, decent work and social dialogue were understood as the cross-cutting themes of the Global Employment Agenda (GEA). On that basis, the Employer Vice-Chairperson subamended the proposal so that the section would read “the Global Employment Agenda including its ten core elements and cross-cutting themes” and that the footnote to the GEA should follow the word “themes”. The amendment was adopted as subamended.

378. Paragraph 39 was adopted as amended.

Paragraph 40

379. The Government member of Jamaica, speaking on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, and the Government member of France, speaking on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, withdrew amendments calling for the deletion of the text “provided that there are adequate funds to support both the YEN and the promotion of decent, rewarding and productive work for youth”.

380. The Government member of the Netherlands, speaking also on behalf of the Government members of Denmark, New Zealand, Sweden, Switzerland and the United States, introduced an amendment to replace the sentence “The ILO should consider proposing that the YEN be expanded ...” with “The ILO should continue to promote the expansion of the YEN to include more countries, both developing and developed”, inserting a full stop after “developed” and deleting the remaining text, replacing it with a new sentence reading “The ILO should ensure that it has the funds required to be a strong technical partner of the YEN.” The speaker explained that the Government members sought two results with that amendment: that the ILO should promote the further expansion of the YEN and that the ILO should ensure it had the funds required to be a strong technical partner in the YEN. The Employer Vice-Chairperson suggested a subamendment to the last sentence of the proposed amendment, so that it would read “The ILO should ensure that it has the funds required to give effect to these conclusions and be a strong technical partner of YEN.”

381. The Government member of France considered that the matter of funds did not fall under the mandate of the Committee, but rather under that of the Finance Committee.

382. The Government member of Jamaica, speaking also on behalf of the Government members of the Bahamas, Barbados, Suriname, and Trinidad and Tobago, proposed a subamendment to insert after the word “ILO” the words “through the full commitment of its constituent”.

383. The Government member of the United Kingdom supported the original amendment and proposed a subamendment to insert after the word “developed” the words “as recommended by the report of the Commission for Africa”. The Worker Vice-Chairperson could not agree with that subamendment because the report of the Commission for Africa focused only on one region whereas the amendment applied to countries around the world. The Government member of Nigeria agreed and the subamendment was withdrawn.

384. The Worker Vice-Chairperson supported the subamendment proposed by the Government member of Jamaica. The Government member of Nigeria agreed, as did the Employer Vice-Chairperson who stated that it did not change the amendment. The amendment was adopted as subamended by the Employer Vice-Chairperson and the Government member of Jamaica.

385. Paragraph 40 was adopted as amended.

Paragraph 41

386. The Government member of the United Republic of Tanzania, seconded by the Government members of the Netherlands and Nigeria, introduced an amendment to replace

the words “United Nations Millennium Declaration” with the words “United Nations Millennium Development Goals”. The amendment was adopted.

387. The Government member of Nigeria, speaking on behalf of the Africa group, introduced an amendment to replace “[The ILO should play a role in promoting the resolution of the international debt problem and advocate increased resource flows into developing countries.]” with “The ILO should continue to play a leading role in sensitizing the international community to the social consequences of the debt problem and advocating increased resource flows into developing countries.”

388. The Government member of the Netherlands, speaking on behalf of the Government members of IMEC present in the Committee, preferred to leave the text as it was and remove the brackets. There had been a lengthy discussion on the matter in the Drafting Group because the Government members of IMEC felt that it was not appropriate to include that issue in the conclusions. However, taking into account the importance of the problem, the Government members of IMEC were willing to accept the inclusion of the sentence as originally drafted. The Worker Vice-Chairperson supported the proposal. The Government member of Nigeria withdrew the amendment and the brackets were removed from the draft text.

389. Paragraph 41 was adopted as amended.

Paragraph 42

390. Paragraph 42 was adopted without amendment.

Paragraph 43

391. The Worker Vice-Chairperson withdrew an amendment and paragraph 43 was adopted without amendment.

Paragraph 44

392. The Employer Vice-Chairperson withdrew an amendment and paragraph 44 was adopted without amendment.

Paragraph 45

393. Paragraph 45 was adopted without amendment.

Paragraph 46

394. The Employer Vice-Chairperson introduced an amendment to delete in the first bullet point the words “aimed at young people” and to insert after the words “productive work” the words “for young people”. The Worker Vice-Chairperson did not support the proposed amendment and preferred the text as it was because it made it clear that the campaign was to target young people, using their language and media outlets, rather than just being for their benefit. The amendment was withdrawn.

395. The Government member of Denmark, speaking on behalf of the Government members of the United Kingdom and the United States, introduced an amendment to replace, in the second bullet point, the words “workers and employers” with the words “the constituents of the ILO”. The Government member of Portugal, speaking on behalf of the Government

members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, supported the amendment.

- 396.** The Government member of Argentina proposed a subamendment to delete the words “workers and employers” since line 8 of the introductory sentence of the paragraph already mentioned that the ILO should undertake the actions listed in the bullet points in conjunction with its constituents. The Government member of Uruguay agreed and supported the subamendment.
- 397.** The Employer Vice-Chairperson supported the amendment as originally proposed because he considered it appropriate to include governments. The Worker Vice-Chairperson also supported the original amendment.
- 398.** The Government member of France proposed instead the phrase “working directly with its constituents to develop a set of instruments to help them promote”.
- 399.** The Government member of Denmark withdrew the proposed amendment in light of the observations made by the Government members of Argentina and Uruguay.
- 400.** Paragraph 46 was adopted without amendment.

Paragraph 47

- 401.** The Employer Vice-Chairperson proposed replacing the word “high” with “sustainable”, which he felt to be a more logical choice in the context of the paragraph. The Worker Vice-Chairperson proposed a subamendment to combine the words to make the phrase “high and sustainable”. The amendment was adopted as subamended.
- 402.** Paragraph 47 was adopted as amended.

Paragraph 48

- 403.** Paragraph 48 was adopted without amendment.

New paragraph between paragraphs 48 and 49

- 404.** The Worker Vice-Chairperson proposed to insert a new paragraph after paragraph 48, which would read as follows:

The Governing Body of the ILO should ensure that supervisory mechanisms adequately consider issues relevant to youth employment and rights issues. In particular, the Governing Body should request that the Committee on Legal Issues and International Labour Standards (LILS) consider the proposal to conduct a general survey to review the effect given to instruments related to the employment of young workers both in the States which have ratified one or more of these Conventions, and in those which have not.

- 405.** The Employer Vice-Chairperson proposed a subamendment that would substitute the following text for the text proposed in the amendment:

The ILO should give a cross-cutting youth dimension to all its work. In particular, it should seek age-disaggregated data relating to employment and the world of work and include specific sections addressing the youth dimension in its research, studies and reports, including those relating to international labour standards and the follow-up to the Declaration on Fundamental Principles and Rights at Work, as appropriate.

The Workers' group and the Government member of Algeria supported the amendment as subamended and it was adopted.

406. The new paragraph was adopted as amended.

Paragraph 50

407. The Worker Vice-Chairperson proposed to replace “on the use of the GEA” with “based on the GEA” and to insert a new sub-clause, which would add to the plan of action a request for the ILO to “organize periodic, regional youth employment technical meetings in order to build knowledge and exchange experiences among youth employment policy-makers and the social partners;”. The Employer Vice-Chairperson noted the practical nature of the amendment and supported it, as did the Government member of Nigeria. The amendment was adopted.

408. The Employer Vice-Chairperson proposed to replace “support youth employment policies and programmes” with “effectively participate in the setting of policies and programmes in favour of youth employment”. The idea of the clause was to increase the capacity of employers' and workers' organizations to participate in, and not just support, youth policies and programmes. The amendment was adopted without discussion.

409. Paragraph 50 was adopted as amended.

Paragraph 51

410. The Employer Vice-Chairperson proposed to replace the second sentence as follows:

The ILO should support employers and workers and their respective organizations as appropriate, to:

- (i) review job descriptions to promote the hiring of youth, recognizing that young people bring positive attributes to work;
- (ii) recognize skills and productivity, not just qualifications or years of experience, to ensure that young workers have equal opportunities to other workers;
- (iii) help educate, train and mentor through investing in education and training, participating in training bodies and assisting school-to-work transition;
- (iv) work with industry partners, young people's networks and youth organizations to inform young people, schools, training bodies and employment agencies of both industry needs and expectations of young people;
- (v) to assist young people and employers of young people to:
 - develop, where opportunity exists, basic learning skills of literacy, numeracy and technological skills;
 - actively look for work and job opportunities, including entry-level work that combines employment with education or work experience;
 - prepare for the responsibilities of the world of work and career development by developing employability skills or upgrading skills through technical vocational training, and/or in the workplace.

411. The Employer Vice-Chairperson explained that the bullet points that followed were directed at specific organizations, therefore the preceding sentence needed to be reworded to improve the logic of the paragraph. He subamended the amendment to replace “as appropriate, to” with “as the case may be”. The Worker Vice-Chairperson supported the amendment as subamended, noting that it improved the structure of the paragraph.

412. The Government member of France proposed a further subamendment to delete the phrase “where opportunities exist” in the first sub-point of sub-clause (v), to which the Employer Vice-Chairperson agreed. The amendment was adopted as subamended.

413. The Government member of Denmark, speaking on behalf of the Government members of the Committee Member States of the EU, in association with the Government members of Bulgaria and Romania, proposed to insert “In addition to the role of governments already noted,” at the beginning of the second sentence. The amendment was adopted without debate.

414. Paragraph 51 was adopted as amended.

Paragraph 52

415. Paragraph 52 was adopted without amendment.

Appendix

416. The Worker Vice-Chairperson proposed an amendment to add “the Part-Time Work Convention, 1994 (No. 175)” after “(No. 189)”. She pointed out that, within the context of rapid growth of part-time jobs, the Convention was particularly relevant for young people. The Employer Vice-Chairperson supported the amendment and it was adopted.

417. The appendix was adopted as amended.

Consideration and adoption of the report

418. The Committee considered its draft report at its 15th sitting. The Reporter introduced the draft report, with the annexed resolution and conclusions as amended by the Committee. She noted that the report faithfully reflected the richness of the discussion from the Employer and Worker Vice-Chairpersons, as well as the large number of Government members. Their wealth of experience, wisdom and goodwill had gone into making the discussion lively and productive.

419. The Committee unanimously adopted the report, subject to minor amendments and corrections to specific paragraphs submitted by some members.

420. The Secretary-General of the Conference, Mr. Juan Somavia, highlighted several important aspects recognized in the report and conclusions: the positive aspects young people brought to the labour market; the multiple pathways of young persons into employment; the value of an integrated approach to solving problems; the need to pay attention to both supply and demand issues; and the importance of adapting solutions to the unique economic and social conditions of each country. On the last point, he stressed the importance of building capacity to deliver differentiated solutions to accomplish the same objective.

421. The representative of the Worker Vice-Chairperson thanked the Chairperson for his strong leadership, patience and flexibility, which had been critical in making the Committee’s deliberations a success. She thanked the Employer members for their cooperation and willingness to compromise on various issues to reach a consensus. She also thanked the Government members for engaging in serious and meaningful discussions. The Employer Vice-Chairperson expressed his group’s gratitude to Government members for making laudable efforts in finding practical solutions on the issue of youth employment. He also

thanked the Workers' group for the understanding reached on a number of issues. Finally, he joined the Workers' group in thanking the Chairperson for his effective leadership. The Employer and Worker members thanked the Reporter, the secretariat, the interpreters and the translators, who had all played an essential role in bringing about the Committee's good results.

- 422.** The Chairperson stated that it had been a great pleasure to work with the Committee members on the important and complex issue of youth employment. He had appreciated the open and frank discussions and the fact that there had been willingness to reach out to one another. The Committee had shown wisdom in striving for workable solutions. He congratulated the Employer Vice-Chairperson and the Worker Vice-Chairperson for their demonstrated leadership in negotiating to reach a consensus. He appreciated the efforts of the Government members in accommodating the views of the Employer and Worker members. He appreciated the supportive role and contribution of the secretariat. The Reporter, the interpreters and the translators all deserved praise for their hard and diligent work.

Geneva, 15 June 2005.

(Signed) M.L. Abdelmoumene,
Chairperson.

M.L.G. Imperial,
Reporter.

Resolution concerning youth employment

The General Conference of the International Labour Organization, meeting in its 93rd Session, 2005,

Having undertaken a general discussion on the basis of Report VI, *Youth: Pathways to decent work*,

1. Adopts the following conclusions;
2. Invites the Governing Body to give due consideration to them in planning future action on youth employment and to request the Director-General to take them into account both when implementing the Programme and Budget for the 2006-07 biennium and allocating such other resources as may be available during the 2006-07 biennium.

Conclusions on promoting pathways to decent work for youth

1. In addressing the employment challenges faced by young women and men, it is important to recall the ILO Decent Work Agenda, the ILO Global Employment Agenda, the United Nations Millennium Declaration, the ILO Declaration of Philadelphia, the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up, the body of international labour standards relevant to work and young persons (see appendix), the conclusions of the Tripartite Meeting on Youth Employment: The Way Forward (Geneva, 13-15 October 2004), the World Commission report on the Social Dimension of Globalization and the ILO's participation in the inter-agency Youth Employment Network.

Issues and challenges

2. In all regions and countries, young women and men set out in life with dreams, hopes and aspirations. Yet everywhere young women and men face challenges in the labour market. If young people are to be given opportunities, then multiple pathways to decent employment are needed. Achieving decent work for young people is a critical element in poverty eradication and sustainable development, growth and welfare for all.
3. Young women and men bring numerous assets to the labour market: relevant and recent education and training; enthusiasm, hope and new ideas; willingness to learn and be taught; openness to new skills and technology; realistic expectations on entry to the labour market; mobility and adaptability; and represent a new generation to meet the challenge in countries with an ageing workforce. The challenge is to bring young people into employment without displacing other workers. Policy-makers have to consider intergenerational issues and recognize, in this context, a life-cycle approach.
4. Young people are employed and seek employment in diverse local, national, regional and international circumstances. This includes diversity between developing and developed economies, and within these economies. Governments, employers and young workers are not homogeneous groups; they have different needs, capacities and expectations. The ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up is universal and applies to all workers, regardless of national circumstances and levels of development.
5. Many young people are in education or employed in decent jobs. In many countries, young people are able to make successful transitions from education to the world of work. In some countries, the ageing workforce also presents growing opportunities for young people. There are diverse forms of work in which young people can engage, with vastly different employment conditions, including permanent full-time or part-time work, as well as casual, temporary or seasonal work. These forms of employment may provide entry points for young workers to the labour market and enhance their long-term employment prospects. Unfortunately, there are also too many young workers who do not have access to decent work. A significant number of youth are underemployed, unemployed, seeking employment or between jobs, or working unacceptably long hours under informal, intermittent and insecure work arrangements, without the possibility of personal and professional development; working below their potential in low-paid, low-skilled jobs without prospects for career advancement; trapped in involuntary part-time, temporary, casual or seasonal employment; and frequently under poor and precarious conditions in the informal economy, both in rural and urban areas. Other young workers lack adequate incomes, access to education, training and lifelong learning, social protection, safe workplaces, security, representation and rights protected under international labour

standards, including freedom of association, collective bargaining and protection from harassment and discrimination.

6. Of the world's over 1 billion young people, 85 per cent live in developing countries with a high incidence of poverty and inadequate employment opportunities. There is significant regional variation in youth employment, with some countries facing greater challenges than others due in part to the uneven impacts of globalization and the asymmetries in current global economic activity. The scourge of HIV/AIDS, the weight of external debt, armed conflict, poor governance, unstable institutions and gender inequality compound weak economic growth and deter the public and private investment necessary to create jobs. Rapid population growth is expected to significantly increase the number of youth searching for decent work opportunities in most developing countries.
7. In developed economies, the challenge may be linked to slow economic and employment growth, the transition into employment, discrimination, social disadvantages, cyclical trends, and a number of structural factors. Variation in the youth employment challenge requires specific responses.
8. In too many instances, the labour market prospects for young people vary according to gender, age, ethnicity, education level, family background, health status and disability. Some groups are therefore more vulnerable and face particular disadvantage to securing and retaining decent work.
9. The regulatory environment for investment and enterprises and labour law should create an investment climate that fosters economic growth and decent employment of young persons. Whilst employment cannot be directly created but only encouraged by legislation or regulation, it is recognized that labour legislation and regulation based on international labour standards can provide employment protection and underwrite increased productivity, which are basic conditions in order to create decent work, particularly for young people. Labour laws and, where they exist, collective agreements, should apply to all young workers, including those currently lacking protection because of disguised employment relationships.¹ Efforts should be made to move those in the informal economy into the formal economy. The creation of an enabling environment, the pursuit of good governance and the sustainable existence of both physical and social infrastructure are necessary for the competitiveness of existing businesses and the start-up of new enterprises.
10. Investment in youth reaps benefits for individuals, communities and societies. Decent work for young people unleashes multiplier effects throughout the economy and society, boosting investment and consumer demand and ensuring more stable and cohesive social ties across generations, including sharing institutional workplace knowledge. It shifts young people from social dependence to self-sufficiency, helps them escape poverty and enables them to actively contribute to society.
11. Youth unemployment and underemployment impose heavy social and economic costs, resulting in the loss of opportunities for economic growth, erosion of the tax base which undermines investment in infrastructure and public services, increased welfare costs, and unutilized investment in education and training, and may also be associated with social instability and conflict, increased levels of poverty, crime and substance abuse.

¹ As referenced in the conclusions of the International Labour Conference's general discussion on the employment relationship (2003).

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- 12.** The youth employment challenge is bound to the general employment situation and, while it has its own dimensions, it is influenced by a number of general factors which may have positive or negative consequences, including:
- the impact of globalization;
 - the impact of structural reforms in developing countries;
 - the level of, and fluctuation in, aggregate demand;
 - demographic trends;
 - the level of economic activity, public and private investment and sustainable growth;
 - the employment intensity of growth in developing countries;
 - an enabling regulatory environment for both enterprises and the protection of workers' rights;
 - entrepreneurship and enterprise creation options, including through cooperatives;
 - education and training outcomes;
 - the relationship between education and labour market needs; and
 - work experience and labour market services.
- 13.** As new entrants to the labour market, some young workers lack the specific training or seniority that may buffer older workers from swings in market conditions; their employment is highly dependent on the state of the economy. During economic downturns, the practice of "last hired, first fired" and the lack of vacancies take a toll on young workers when they are less equipped to find new employment.
- 14.** Whilst some young people transition effectively from education to work, the transition is problematic for too many others. One concern is when young persons do not possess basic literacy and numeracy skills that are necessary to access vocational training and transition from a state of unemployability to employability. Another concern is when, for protracted periods, young people are not in employment, education or training. In other instances, some young people do not complete schooling and/or have insufficient skills to gain secure and sustainable employment opportunities.
- 15.** Failure to find a job may be linked to lack of relevant skills and training opportunities, to low demand for the skills in which young persons have trained, or to changing demand in the labour market. The mismatch that arises can lead to long periods of jobseeking, higher unemployment and sustained periods of lower skilled and precarious work. Lack of opportunities for work experience and entrepreneurial development, combined with the absence of adequate labour market information, vocational guidance and counselling, and poor job placement mechanisms, exacerbate the problem of getting a decent job.
- 16.** Particular groups of young people face specific hardships due to discrimination and social exclusion, including those with disabilities, those affected by HIV/AIDS, indigenous youth, those involved in hazardous work, demobilized soldiers, ethnic minorities, migrants and other socially disadvantaged youth. In general, young women, in particular young women with children, are more prone to unemployment, discrimination, sexual harassment, underemployment and poor working conditions. In some cases, young persons

are denied access to employment opportunities for which they are fully qualified and competent solely on the basis of their age.

17. Governments and social partners are committed to addressing the youth employment challenge with the involvement of young women and men. Urgent action is required to enhance the involvement of young workers, workers' organizations and employers of young workers and their organizations in development, implementation and monitoring of youth labour market policies and programmes.

Policies and programmes for decent work for young people

18. The principles of the Employment Policy Convention, 1964 (No. 122), whereby "each Member shall declare and pursue, as a major goal, an active policy designed to promote full, productive and freely chosen employment", are fundamental to any employment policy directed at young people.
19. Although one size does not fit all, meeting the youth employment challenge calls for an integrated and coherent approach that combines macro- and microeconomic interventions and addresses both labour demand and supply and the quantity and quality of employment. Youth employment should be considered in all relevant social, employment and economic policies through a well-balanced policy mix. Supportive national trade, industry, training and wage policies, with appropriate involvement of the social partners, are also required to meet the youth employment challenge. The employment prospects of young people are inextricably linked to the general employment situation and can be especially vulnerable to fluctuations in economic conditions. Consequently, targeted interventions aimed at overcoming disadvantages, while promoting equality, social inclusion and an equitable society, are required. Policies and programmes that aim to prevent cycles of disadvantage from being repeated across generations are critical in achieving social inclusion and decent work for youth.
20. High and sustained economic growth is a necessary condition for the generation of employment, including quality employment for young people. This requires macroeconomic policy supportive of increased and sustainable employment growth through expanded investment, productive capacity and aggregate demand in conditions of economic and political stability. Governments should have policy space to ensure ownership of their macroeconomic and industrial policies enabling them to expand their economies including the manufacturing and services sectors. Social progress and economic growth should go hand in hand. Policies relating to globalization, including trade and foreign direct investment, should, wherever necessary, be reformed to create decent jobs for young people. Monetary, fiscal, trade and social security policies should be coherent with the overall objective of increased and sustainable economic growth, employment generation and social protection. Assessment of the likely employment implications of macroeconomic policy choices can better inform an adequate policy mix.
21. Placing economic growth and employment generation at the centre of national policy objectives calls for supportive and coherent national, regional and international policy frameworks. Reforms are required at the national and international levels to ensure developing countries have access to additional financial resources to promote economic development and decent work. International debt relief, including debt cancellation, and increased official development assistance (ODA) are important components of such reforms. In addition, some of the recommendations of the World Commission on the Social Dimension of Globalization are particularly relevant in this regard. National and international strategies to achieve the Millennium Development Goals (MDGs) should

combine economic growth, poverty eradication and social and employment objectives, including youth employment. The forthcoming review of the MDGs in September 2005 provides an excellent opportunity to assess the extent to which national, regional and international policies and strategies address the promotion of decent work for all with a focus on young people.

22. Increased and sustainable economic growth, while necessary, is not a sufficient condition for sustainable employment generation, particularly for young people. A range of complementary policies are needed to enhance the employment content of growth while also increasing productivity and ensuring adequate social protection. Policies should seek to strengthen enterprises and enhance labour demand as well as the quality of the labour supply. Governments should review all policies to ensure they do not discriminate against the hiring of youth.
23. In developing countries the employment intensity of growth must be increased. For example, employment-intensive investment in infrastructure has been shown to be an effective means to enhance sustainable decent work among low-income and low-skilled workers, as well as to create assets that enhance productivity and output. Such investment is a proven means to eradicate poverty, particularly when it is combined with training.
24. The development of entrepreneurship among young people is an important component of employment policies. Some young people have the potential to become entrepreneurs and create or join an enterprise. Some young people also have the potential to establish or join cooperatives. This potential should be actively nurtured through an enabling environment combining information on opportunities and risks faced by entrepreneurs and those involved in cooperatives, business development services directed particularly at young people, mentoring and financial services (including access to credit and venture capital) and simplifying registration (including business entry) procedures. Employers' organizations, together with governments, have an active role to play. The development of entrepreneurship and cooperatives should respect international labour standards. National legislation and policies concerning cooperatives should be in accordance with the Promotion of Cooperatives Recommendation, 2002 (No. 193).
25. As stated in the 2004 UNDP report *Unleashing entrepreneurship: Making business work for the poor*, developed country governments should:

foster a conducive international macroeconomic and policy environment to unleash the full potential of entrepreneurs in developing countries. A robust international economy provides markets for goods from developing country companies. In addition, increasing the flow of development aid and reforming the global trading system to provide fair economic opportunities to producers from developing countries are essential for promoting rapid growth in domestic private investment.
26. Policies for small enterprises, including entrepreneurship and cooperatives, should be reviewed for their relevance to young persons in different country circumstances. Policies to promote employment should also be reviewed to attract, inform and assist young persons in establishing or joining small enterprises, and to assist young persons in the informal economy to move to the formal economy. Small and medium-sized enterprises, including cooperatives, can be an engine of job creation and seedbeds for innovation and entrepreneurship. In some countries, many small and medium-sized enterprises are marginal and operate outside of the formal economy. The right to participate in employers' and workers' organizations by persons establishing or working in small businesses is important.
27. Tripartite dialogue can inform policies that target specific industries and sectors with strong potential for youth employment. In developing countries, policies seeking to

increase agricultural production, rural non-farm industries, manufacturing, tourism and technological capabilities could provide real prospects for raising both economic growth and decent employment for youth. The provision of adequate high-quality public services, especially in developing countries, in areas such as health care, education, utilities, power and water is required and will directly generate additional decent work for youth as well as providing an enabling environment for increased private investment and job growth. There is considerable scope to expand economic activity in key sectors through public and private initiatives which will also help economic and job growth. The development of skills relevant to technology, when coupled with education and vocational training, can open up new opportunities for young people.

28. Labour market and social protection policies and employment legislation and regulations, which take into account international labour standards and social dialogue and recognize the right to collective bargaining, and the promotion of freedom of association, workplace safety, policies on wages and hours of work and other labour standards, should ensure adequate protection of young workers and the improvement of their employment prospects. The regulatory environment for enterprises should create an investment climate that fosters economic growth and the decent employment of young persons.
29. Governments in consultation with employers' and workers' organizations should establish labour market information and monitoring mechanisms to ensure a regular flow of information on the employment situation, specifically of young people. In order to avoid precarious employment situations that deny workers basic rights, and ensure occupational safety and health protection, labour inspection and national labour administration systems should play a key role and need to be strengthened, where necessary.
30. Measures to address the working conditions of youth in the informal economy include small business management training, enhanced cooperation and organization of micro- and small enterprises and the full enforcement of social and labour protection through processes such as well-resourced labour inspection systems, labour courts and functioning tripartite institutions. The organization of informal economy workers and employers through their respective organizations is also important to achieving this objective. Emphasis should be placed on necessary regulatory changes (including the removal of barriers to business entry) to enable young people in the informal economy to make the transition into the formal economy through incentives, such as management training, increased access to credit and simplified registration systems.
31. An enabling environment for investment and enterprise creation is essential for growth and employment. This includes effective public and private investment in essential physical and social infrastructure, inclusive of quality public services, recognition of property rights, good governance, stable institutions, political stability, the rule of law including labour law, and a conducive legal framework for private investment, as advocated in the Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189).
32. Access to universal, free, quality public primary and secondary education and investment in vocational training and lifelong learning are essential for individual and social enhancement and preparation for future working life. Education for all is an effective means of combating child labour and eradicating poverty.
33. Education, vocational training, core skills – including literacy and numeracy – labour market services and work experience and awareness of labour rights and occupational health and safety are essential components of a comprehensive policy to enhance the employability of young people. Education and vocational training policy should be broadly based, have a link to employment policy and should be responsive to the development of

core skills being used in workplaces. A key function of the education system should be the progressive development of employability skills among young people.²

34. Vocational education and lifelong training responsive to the evolving demand for skills in the labour market, along with apprenticeship schemes and other measures that combine training with work, are fundamental to improving youth employability. A variety of initiatives, including public and private partnerships, and appropriate incentives for individual and collective investments in human resources development, can ensure the continued relevance of vocational education and training to labour market needs. Enterprises have a critical role to play in investment in training. A number of mechanisms used in combination to further investment in training and to guarantee access are required.³ National policies should aim to provide all young women and men with the broadest possible access to responsive vocational education and training opportunities. Such policies should be guided by the relevant provisions of the Human Resources Development Convention, 1975 (No. 142), and the Human Resources Development Recommendation, 2004 (No. 195). Education and training authorities should seek to:

- Integrate basic skills such as literacy, numeracy and, where possible, technological knowledge into education, equipping students with a foundation for the world of work.
- Incorporate career guidance and support, knowledge of industry along with industrial relations and essential labour issues, such as occupational safety and health, into the early years curricula.
- Foster career entry and career development, including the recognition of prior learning to facilitate transfer between educational programmes and through the transfer of relevant educational qualifications and credits.
- Make education more responsive to labour market needs by directly engaging educators with industry partners in the sector and encouraging student contact with industry. Programmes which, in the latter school years, combine learning with work or work experience can bring students and employers together.

² “Employability is defined broadly. It is a key outcome of education and training of high quality, as well as a range of other policies. It encompasses the skills, knowledge and competencies that enhance a worker’s ability to secure and retain a job, progress at work and cope with change, secure another job if he/she so wishes or has been laid off, and enter more easily into the labour market at different periods of the life cycle. Individuals are most employable when they have broad-based education and training, basic and portable high-level skills, including teamwork, problem solving, information and communications technology (ICT) and communication and language skills, learning to learn skills, and competencies to protect themselves and their colleagues against occupational hazards and diseases. This combination of skills enables them to adapt to changes in the world of work. Employability also covers multiple skills that are essential to secure and retain decent work. Entrepreneurship can contribute to creating opportunities for employment and hence to employability. Employability is, however, not a function only of training – it requires a range of other instruments which results in the existence of jobs, the enhancement of quality jobs, and sustainable employment. Workers’ employability can only be sustained in an economic environment that promotes job growth and rewards individual and collective investments in human resources training and development.”, para. 9 of the resolution concerning human resources training and development, ILC, 88th Session, 2000.

³ Para. 12 of the resolution concerning human resources training and development, ILC, 88th Session, 2000.

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35. Public and private employment services can provide career guidance and counselling, impart up-to-date labour market information and support young people in finding, securing and retaining jobs. Where necessary, public employment services should be strengthened.
 36. Taking into account relevant provisions of the Employment Policy (Supplementary Provisions) Recommendation, 1984 (No. 169), active labour market policies and programmes (ALMPs) can greatly facilitate initial employment as well as re-entry into employment. Labour market programmes could target youth, in particular disadvantaged young people, or mainstream programmes could be adapted to the needs of the individual. ALMPs are more likely to be effective when they are well targeted; meet the specific requirements of the intended beneficiaries, based on a careful analysis of the local employment situation; are linked to demand for real jobs; and include measures to improve the competencies, skills and sustainable employment opportunities of beneficiaries.
 37. Social benefit programmes to support unemployed and underemployed youth should be established where they do not exist. Social benefit programmes should contribute to job search and labour market efficiency. However, public policy should assist young people to move into decent work or education as soon as possible.
 38. Governments should take responsibility for the regular monitoring and evaluation of the performance of policies and programmes promoting decent work for young people. Assessing performance against established benchmarks is a proven method for moving forward. Knowledge about what works and what does not work, the relevance, effectiveness and efficiency of policies and programmes on youth employment should be compiled and disseminated widely and creatively. Tools which support employers, workers and governments to identify areas of work where there are gaps in the application of international labour standards are important and should be developed.

An ILO plan of action to promote pathways to decent work for youth

39. With regard to ILO work on youth employment, the Decent Work Agenda provides the paradigm, and the Global Employment Agenda, including its ten core elements and cross-cutting themes,⁴ which include the “four Es”⁵ of the Youth Employment Network (YEN), provide the policy pillars.
40. The ILO, in close collaboration with the social partners and relevant international agencies, should continue to play a leading role in the Youth Employment Network to promote decent work for young persons and to synchronize the work of the YEN with these conclusions. The ILO should continue to promote the expansion of the YEN to include more countries, both developing and developed. The ILO, through the full commitment of

⁴ Promoting trade and investment for productive employment and market access for developing countries; promoting technological change for higher productivity, job creation and higher standards of living; promoting sustainable development for sustainable livelihoods; a call for policy integration to ensure macroeconomic policy for growth and employment; decent work through entrepreneurship; employability through improving knowledge and skills; active labour market policies for employment, security in change, equality, and poverty reduction; social protection as a productive factor; occupational safety and health – synergies between security and productivity; productive employment for poverty reduction and development.

⁵ Employability, equal opportunities, entrepreneurship and employment creation.

its constituents, should ensure that it has the funds required to give effect to these conclusions and be a strong technical partner of the YEN.

41. The ILO should, with its tripartite constituents, strengthen partnerships with international financial institutions and United Nations organizations in order to give a central place to the promotion of youth employment in development policies and poverty reduction strategies, and in the forthcoming review of the United Nations Millennium Development Goals. This should include promotion of the ILO Decent Work Agenda and the Global Employment Agenda. The ILO should play a role in promoting the resolution of the international debt problem and advocate increased resource flows into developing countries.
42. The ILO plan of action, with particular focus on developing countries, is based on three pillars: building knowledge; advocacy; and technical assistance.

Building knowledge

43. In order to assist countries in developing their policies and programmes addressing the youth employment challenge, the ILO should expand knowledge on the nature and dimensions of youth employment, unemployment and underemployment. Particular emphasis should be placed on gathering factual data and empirical evidence on the effectiveness of country policies and programmes and in synthesizing the results of country studies and evaluations. This analysis should collect examples of where policy interventions have been successful and where they have not, and should extract lessons learned from such experiences. The ILO should facilitate global peer partnerships to promote better performance and disseminate and share best-practice experiences and models among its constituents, such as industry training and skills development, education linkages and human resources practices.
44. The ILO should develop a research agenda that includes the ILO strategy for evaluating the success of its youth-oriented technical cooperation projects, and use evaluation information to feed back into programme design. The ILO may draw on its experiences through evaluating its other youth-related efforts, for example the International Programme on the Elimination of Child Labour (IPEC).
45. The ILO should strengthen research and knowledge dissemination on the ten core elements covered in the ILO Global Employment Agenda and the relationship between these core elements and the achievement of decent work for youth, including a regularly updated web site and database, publications, newsletters and practical guides. The ILO should partner, as appropriate, with other international organizations in the gathering of information and empirical research.

Advocacy and the promotion of decent work for youth

46. The ILO should undertake a campaign to promote the conclusions of the general discussion on promoting pathways to decent work for youth. This campaign should include an international, regional and national focus which is developed in conjunction with the social partners. The campaign should have as its core objective the promotion and implementation of these conclusions with a specific focus on information for young people themselves, taking into account the specific needs and interests of young workers, including an appropriate focus on young women and other vulnerable groups. In conjunction with its constituents, the ILO should be responsible for:

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- an international promotional campaign aimed at young people to promote decent work with a focus on employment creation, workers' rights and employability, as detailed in these conclusions;
 - working directly with workers and employers in the development of tool kits which will assist governments and workers' and employers' organizations to promote awareness of their rights and responsibilities for decent work.

The ILO should target this campaign at young people through communication means that are most familiar to young people, including youth media and networks for students and other young people. The Committee on Employment and Social Policy of the Governing Body of the ILO should oversee the campaign.

47. The ILO should strengthen cooperation with multilateral institutions and other international organizations to promote policy coordination which makes the achievement of high and sustainable levels of employment growth a priority for all relevant international institutions. The ILO should also promote the strong emphasis on decent work for youth and the Global Employment Agenda in Poverty Reduction Strategy Papers, as well as decent work country programmes, YEN national action plans and other country-level activities undertaken by international financial institutions.
48. The ILO should promote good practice on policies and programmes for youth employment through tripartite meetings. This should include giving special attention to the gender dimension of the youth employment challenge, as well as the specific needs of young people affected by HIV/AIDS, and of those facing particular disadvantage due to disability, ethnic origin, labour migration and other specific circumstances.
49. The ILO should give a cross-cutting youth dimension to all its work. In particular, it should seek age-disaggregated data relating to employment and the world of work and include specific sections addressing the youth dimension in its research, studies and reports, including those relating to international labour standards and the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work, as appropriate.

Technical assistance

50. The ILO should:

- (i) continue and intensify the provision of guidance and policy advice, particularly to developing countries, based on the Global Employment Agenda to promote decent work for youth;
- (ii) organize periodic, regional youth employment technical meetings in order to build knowledge and exchange experiences among youth employment policy-makers and the social partners;
- (iii) enhance the capacity of employers' and workers' organizations to effectively participate in the setting of policies and programmes in favour of youth employment, through its programme of technical cooperation, the International Training Centre of the ILO in Turin, and other means;
- (iv) strengthen the capacity of labour administration to promote the application of labour legislation at the workplace, for the benefit of all workers, including young women and men;

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- (v) assist developing countries in establishing and strengthening inspection services, public employment services, data-gathering and monitoring and evaluation systems on youth employment;
 - (vi) seek additional funding from donors to expand its programme of technical cooperation for the promotion of decent work for young women and men.

51. The ILO should maximize the comparative advantage of its tripartite structure in its activities to promote decent work for young persons. In addition to the role of governments already noted, the ILO should support employers and workers and their respective organizations, as the case may be, to:

- (i) review job descriptions to promote the hiring of youth, recognizing that young people bring positive attributes to work;
- (ii) recognize skills and productivity, not just qualifications or years of experience, to ensure that young workers have equal opportunities to other workers;
- (iii) help educate, train and mentor through investing in education and training, participating in training bodies and assisting school-to-work transition;
- (iv) work with industry partners, young people's networks and youth organizations to inform young people, schools, training bodies and employment agencies of both industry needs and expectations of young people;
- (v) to assist young people and employers of young people to:
 - develop basic learning skills of literacy, numeracy and technological skills;
 - actively look for work and job opportunities, including entry-level work that combines employment with education or work experience;
 - prepare for the responsibilities of the world of work and career development by developing employability skills or upgrading skills through technical vocational training, and/or in the workplace.

52. The ILO should support efforts to strengthen the capacity of workers' and employers' organizations to reach out and engage young workers and employers of young workers to ensure that their specific needs are taken into account in social dialogue processes, including collective bargaining.

Appendix

International labour standards relevant to work and young persons

In addition to the Conventions on fundamental principles and rights at work and their related Recommendations – the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87); the Right to Organise and Collective Bargaining Convention, 1949 (No. 98); the Forced Labour Convention, 1930 (No. 29); the Forced Labour (Indirect Compulsion) Recommendation, 1930 (No. 35); the Abolition of Forced Labour Convention, 1957 (No. 105); the Equal Remuneration Convention, 1951 (No. 100), and Recommendation, 1951 (No. 90); the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), and Recommendation, 1958 (No. 111); the Minimum Age Convention, 1973 (No. 138), and Recommendation, 1973 (No. 146); the Worst Forms of Child Labour Convention, 1999 (No. 182), and Recommendation, 1999 (No. 190) – and to the priority Conventions on employment and labour inspection and their related Recommendations – the Employment Policy Convention, 1964 (No. 122), and Recommendation, 1964 (No. 122); the Employment Policy (Supplementary Provisions) Recommendation, 1984 (No. 169); the Labour Inspection Convention, 1947 (No. 81), and its Protocol of 1995; the Labour Inspection Recommendation, 1947 (No. 81); the Labour Inspection (Agriculture) Convention, 1969 (No. 129), and Recommendation, 1969 (No. 133) – , these instruments include in particular: the Employment Service Convention, 1948 (No. 88), and Recommendation, 1948 (No. 83); the Labour Administration Convention, 1978 (No. 150), and Recommendation, 1978 (No. 158); the Private Employment Agencies Convention, 1997 (No. 181), and Recommendation, 1997 (No. 188); the Human Resources Development Convention, 1975 (No. 142), and Recommendation, 2004 (No. 195); the Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189); the Part-Time Work Convention, 1994 (No. 175), and Recommendation, 1994 (No. 182); the Promotion of Cooperatives Recommendation, 2002 (No. 193); the Workers' Representatives Convention, 1971 (No. 135), and Recommendation, 1971 (No. 143); the Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159), and Recommendation, 1983 (No. 168); the Migration for Employment Convention (Revised), 1949 (No. 97), and Recommendation (Revised), 1949 (No. 86); the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), and the Migrant Workers Recommendation, 1975 (No. 151); the Indigenous and Tribal Peoples Convention, 1989 (No. 169); the Occupational Safety and Health Convention, 1981 (No. 155), and its Protocol of 2002; the Occupational Safety and Health Recommendation, 1981 (No. 164); the Safety and Health in Agriculture Convention, 2001 (No. 184), and Recommendation, 2001 (No. 192); the Maternity Protection Convention, 2000 (No. 183), and Recommendation, 2000 (No. 191); the Medical Examination of Young Persons (Industry) Convention, 1946 (No. 77); the Medical Examination of Young Persons (Non-Industrial Occupations) Convention, 1946 (No. 78); the Medical Examination of Young Persons Recommendation, 1946 (No. 79); the Protection of Wages Convention, 1949 (No. 95), and Recommendation, 1949 (No. 85); the Minimum Wage Fixing Convention, 1970 (No. 131), and Recommendation, 1970 (No. 135); the Social Security (Minimum Standards) Convention, 1952 (No. 102); the Employment Promotion and Protection against Unemployment Convention, 1988 (No. 168), and Recommendation, 1988 (No. 176); the Hours of Work (Industry) Convention, 1919 (No. 1), and the Hours of Work (Commerce and Offices) Convention, 1930 (No. 30); the Night Work Convention, 1990 (No. 171), and Recommendation, 1990 (No. 178)

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