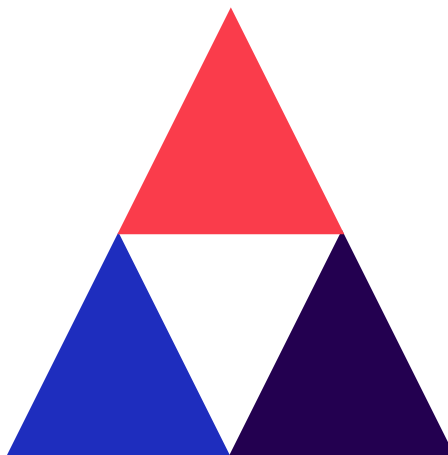




# ▶ COVID-19 and Sustainable Recovery in the Tourism Sector

Technical Meeting on COVID-19 and Sustainable Recovery in the Tourism Sector  
(Geneva, 25–29 April 2022)

Note on the proceedings





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## ▶ I. Introduction

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1. The Technical Meeting on COVID-19 and Sustainable Recovery in the Tourism Sector was held from 25 to 29 April 2022. The Governing Body of the International Labour Organization (ILO) decided at its 341st Session (March 2021) to convene the meeting, which was held in a hybrid format. The purpose of the meeting was to discuss current and emerging issues in the sector in the context of the COVID-19 pandemic, with particular focus on policies, strategies and good practices for a safe and sustainable recovery and to advance decent and sustainable work in the sector.
2. The Chairperson of the meeting was Ms Joséphine Andriamamonjjarison (Employer, Madagascar). The Government Vice-Chairperson was Ms Gabriela Jaramillo (Ecuador), the Employer Vice-Chairperson was Mr Ignacio Eduardo Capurro and the Worker Vice-Chairperson was Ms Kerstin Howald.
3. The meeting was attended by 130 participants, including 86 Government representatives and advisers, as well as 12 Employer and 22 Worker representatives and advisers, and 10 observers from intergovernmental organizations and invited non-governmental organizations.
4. The Chairperson underlined the importance of the tourism sector for socio-economic development and job creation. In 2019, it had been one of the world's fastest growing and largest sectors, with travel and tourism representing over 10 per cent of global gross domestic product (GDP) and one-in-ten jobs worldwide. However, the tourism sector had been among the economic sectors hardest hit by the COVID-19 pandemic, the impact of which had been felt by both businesses and workers. Tourism workers had encountered new and exacerbated decent work challenges and occupational safety and health (OSH) risks and the crisis had also magnified social and economic inequalities, and social protection deficits already faced by workers, largely due to the prevalence of informal work in the sector. Digitalization, the increased pace of technological advances and demographic changes were transforming the sector, as well as jobs within the sector. The rebuilding process provided an opportunity to rethink the future of the tourism sector and introduce inclusive, more sustainable, resilient and human-centred models of tourism with the generation of green jobs. Social dialogue between governments, employers' and workers' organizations would be key to creating effective policies and building the trust that would be needed for a safe and inclusive recovery.
5. The Secretary-General of the Meeting emphasized the importance of the tourism sector for job creation and socio-economic development. Prior to the COVID-19 pandemic, it had accounted for some 334 million jobs worldwide in a rapidly growing industry. However, the pandemic had decimated jobs in the sector, putting millions of livelihoods at risk and exacerbating pre-existing decent work deficits, disproportionately affecting women, youth and migrant workers. The impact of the pandemic had been particularly severe on the informal economy, which served as a reminder of the crucial need to make the transition from the informal to the formal economy a priority and for adequate social protection and effective OSH management systems. As indicated in the Global Call to Action for a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient (Global Call to Action), adopted by the International Labour Conference in 2021, urgent and coordinated action was needed to "facilitate a speedy recovery towards a sustainable travel and tourism sector, bearing in mind its labour-intensive nature and its key role in countries highly dependent on tourism, including Small Island Developing States". The meeting

would look at the tourism sector through the lens of the ILO's Decent Work Agenda, underpinned by international labour standards, ILO Declarations and tools.

6. The Executive Secretary introduced the report prepared for the meeting, which reviewed the situation in the sector prior to the pandemic and the impact of the pandemic on tourism. It examined how an inclusive, safe, resilient, fair and sustainable recovery from the COVID-19 crisis could be achieved in the sector, taking into account the role of tourism as an engine for economic growth, the need to improve social protection, OSH and conditions of work, and the importance of social dialogue and tripartism, and of international labour standards and fundamental principles and rights at work in that regard. Finally, it provided an overview of megatrends and drivers of change in a sector that was at a turning point under the impact of globalization, technological advances and digitalization, demographic change and a diverse and multigenerational workforce, as well as climate change and the need for a just transition to environmental sustainability.

## ▶ II. General discussion

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7. The Employer Vice-Chairperson emphasized the importance of the meeting in discussing the need for the recovery of the tourism sector following the COVID-19 pandemic. It was of the utmost importance to bring together the representatives of employers and workers with governments with the aim of establishing a road map for a solid recovery in one of the most dynamic and important sectors in almost all countries. It was also important to determine the role that the ILO should play in that regard, including through the provision of guidance and information, making technical assistance services available to constituents and focusing on follow-up, analysis and consensus building. The pandemic clearly had unprecedented economic and social consequences, seriously affecting all sectors of the global economy. Tourism had undoubtedly been one of the most affected, if not the worst affected sector, with negative impacts for the survival of businesses, the level and quality of employment and workers. In 2019, the sector had accounted for 10.4 per cent of global GDP, falling to 5.5 per cent in 2020 due to the numerous and continuing restrictions of movement to contain the spread of COVID-19. In 2020, 62 million jobs had been lost, a fall of 18.5 per cent, resulting in only 272 million being employed in the sector globally, compared to 334 million in 2019.
8. He emphasized the multiplier effect of the sector, as it was estimated that one job in tourism created approximately one-and-a-half additional indirect jobs in other sectors. It was also one of the most effective sectors in promoting the diversification of production and increasing economic resilience in many countries, benefiting both large cities and all other destinations and communities. Tourism generated employment opportunities, income and benefits for millions of workers, and particularly for women and young people, strengthening supply chains and improving the productivity of local enterprises. Moreover, tourism created geographically decentralized value through opportunities for local communities and economies, the preservation of cultural values and the enhancement of natural assets. Tourism was a key contributor to the achievement of the Sustainable Development Goals (SDGs) and the targets set out in the 2030 Agenda for Sustainable Development (2030 Agenda). It was a priority to restore the vigour of the sector through the sustainable recovery of its enterprises and employment so that it could once again generate prosperity and decent work. It was no surprise that tourism had been singled out in the ILO's Global Call to Action. While some sectors had been able to continue progressing during the pandemic, the prospects for the future of tourism were still extremely uncertain and fragile. It should not be forgotten that, despite the hopes of recovery based on mass vaccination,

difficulties persisted in the sector, much of which was still struggling to survive. There were still travel restrictions at the local, regional and international levels which were preventing effective recovery and consolidation. A return to the 2019 international levels of tourism would not be achieved before 2024. Tourism might be one of the sectors that would have to go through a slower, cyclical and volatile recovery process. As travellers began to return, health conditions and successive waves of infection were preventing many employers from finding enough workers to keep their businesses running regularly. In many developed countries, labour shortages had been one of the main problems in the sector in 2021, and without quick and effective measures, their impact could delay the recovery of the sector and the economy as a whole. Tourism therefore continued to face significant difficulties and it was essential for recovery programmes and support measures for the sector to be continued and adjusted to emerging needs.

9. The crisis had affected the competitiveness of enterprises in the sector and job stability. It was estimated that there would be 1 billion fewer international tourist arrivals in 2021, a loss of nearly US\$1 trillion in total international tourism export revenues in 2021, and that over 100 million direct jobs in tourism were at risk. Tourism was also one of the sectors that tended to be highly taxed by governments, which was affecting its recovery. At the same time, travel opportunities based on new technologies had become more important during the pandemic in a trend that was likely to continue after the health emergency, with an impact on traditional types of tourism and the related employment. Those changes, which would have long-term consequences, were reinforcing megatrends that were already present in the sector. The pandemic had occurred at a time of major changes in the world of work related to technological development, demographic change, environmental and climate imperatives and globalization. The discussion would need to adopt a holistic approach to recovery policies, which would have to encompass economic, commercial, fiscal, labour and educational issues, including enterprise and employment creation, and the necessary vocational training of workers so that they could acquire the skills that were required in the sector. It was also important to take action to improve productivity, promote a favourable environment for enterprise creation and development, and encourage and intensify the transition to formality to increase the number of formal jobs that offered social security coverage and decent work. The ILO's Global Call to Action should be the guiding framework for the meeting's discussions, including its unambiguous emphasis on the importance of social dialogue in driving short- and long-term responses to the pandemic. It also set out a road map for a broad-based job-creating recovery with decent work opportunities for all. The task before the meeting was to optimize the action set out in the Global Call to Action and ensure that it fully encompassed the tourism sector. Urgent action was needed to make use of the unique opportunity to ensure a transition to a more sustainable, inclusive and resilient model of tourism.
10. The Worker Vice-Chairperson said that it was of great importance for the ILO to continue its work in the current complex circumstances, including the development of instruments and the promotion of labour standards during the pandemic. ILO instruments were important and fundamental for human rights, economic stability and social security, which had all been under serious threat during the pandemic. The subject covered by the meeting was of vital importance to the millions of workers employed in one of the sectors that had been worst affected by the pandemic. It was therefore to be welcomed that emphasis had been placed in the ILO programme of work for 2022–23 on support for the ratification and application of sectoral standards and the implementation of sectoral codes of practice and guidelines, including in relation to tourism. Such support would focus on increasing the capacity of constituents to apply sectoral standards and tools in the framework of global recovery plans and strategies, with a view to enhancing policy coherence and increasing inter-institutional coordination. It was widely recognized that the tourism sector was a major driver of economic growth and an engine for job creation. In 2019, women had accounted for 54 per cent of all workers in the tourism sector, compared to 39 per

cent in the wider economy. Tourism was also a key driver of job creation for young people and migrant workers. The majority of workers in tourism were under 35 years of age, with half of them aged 25 or under. With regard to migrant workers, it was estimated that foreign-born workers accounted for 25 per cent of total employment in the hospitality subsector in OECD countries, while in Europe 16 per cent of those working in tourism were foreign citizens, and the figure in the United States was 19.5 per cent.

11. However, in 2020 the pandemic had brutally stopped job growth in the sector. Travel had been restricted, businesses had been forced to shut down and millions of jobs had been lost in tourism. In Europe, employment in travel and tourism was estimated to have fallen by 9.3 per cent, or 3.6 million jobs. Many workers had left the sector, where recovery was uncertain. The income support schemes available in many countries frequently did not offer workers in the sector a decent standard of living in view of the low wages on which they were based. Many workers had found work in other sectors, where they had come to appreciate the regular working hours and better work–life balance. Difficulties in recruiting and retaining workers were not new to the tourism sector, but the pandemic had aggravated the situation and in many countries the sector had been facing labour shortages as tourism started to take off again following the lifting of restrictions. For example, hundreds of thousands of jobs were currently vacant in the sector in Europe. The challenges facing the sector were comprehensively described in the issues paper prepared for the meeting which, together with the *ILO Guidelines on decent work and socially responsible tourism*, adopted in 2017 (hereafter 2017 Guidelines), would provide a sound basis for the discussions and conclusions. The decent work challenges in the sector included: the high prevalence of non-standard forms of work, precarious and undeclared/informal work, as illustrated by the 61.4 per cent of restaurant workers and 25.1 per cent of hotel workers who worked informally in Latin America and the Caribbean, and over 75 per cent of workers in the tourism sector in Asia and the Pacific; low levels of wages and social protection; the lack of work–life balance due to excessively long and often unpredictable working hours; OSH risks; and the high incidence of gender-based violence and discrimination. Irrespective of whether they worked in micro, small and medium-sized enterprises or larger enterprises, all workers in the sector were particularly prone to different forms of occupational hazards. The pandemic had worsened and exacerbated an already difficult situation, as many tourism workers had been struggling to make a decent living even before the pandemic, and often needed to take more than one job to survive. The protection of labour rights in the sector was often weak and, even where regulation existed, enforcement and compliance were poor. Labour inspectorates were often understaffed, underfinanced and even non-existent in many countries. Another concern consisted of the often complex ownership structures of tourism companies, which might include the owner of the building, the managing company or franchise, the international hotel or restaurant chain providing the brand under which the company operated, as well as the various suppliers, contractors and outsourcing companies, which often gave rise to uncertainty regarding the identification of the employer and lines of responsibility, leaving workers more vulnerable.
12. The meeting should focus on issues such as OSH, and particularly the full implementation of OSH standards and regulations, working conditions, non-standard forms of employment, informality and outsourcing and labour shortages. Other important issues to discuss included the strengthening and provision of sufficient resources for labour inspectorates; a fair work–life balance and the right to sufficient rest, accompanied by the right to disconnect outside working hours, and workers’ rights to collective bargaining and information and consultation; qualifications, competencies and skills, with particular reference to the provision of proper vocational education and training (VET) for workers, including re- and upskilling, and the inclusion of new training needs into VET curricula, as well as the importance of the ratification and implementation of relevant international labour standards. It was also important to focus on



promoting the integral sustainability of the tourism sector (economic, environmental and social/labour), and ensuring a just transition in such areas as energy consumption, food waste and the circular economy; as well as improved coordination with relevant United Nations (UN) agencies, such as the World Tourism Organization (UNWTO) and the World Health Organization (WHO). Those issues were fundamental to ensuring a sustainable recovery in the sector, meeting the demands of the Decent Work Agenda and building a fairer and more sustainable future of work for all workers in tourism, and would in turn translate into the enhancement of livelihoods, working conditions, incomes, social protection and job stability.

- 13.** The Government Vice-Chairperson agreed that for many countries, including her own, the tourism sector was a major driver of economic growth and job creation, and was an important source of export earnings through a complex value chain of interconnected industries, such as transport, agriculture and construction. Prior to the COVID-19 crisis, the sector had accounted for one-in-ten jobs worldwide. However, the pandemic had decimated jobs in the sector, placing millions of livelihoods at risk. It had also exacerbated pre-existing decent work deficits and given rise to new OSH challenges. Women, young people and migrant workers had been particularly affected. The crisis had also had a major impact on informal workers and enterprises, underlining the need for the transition to formalization. The policy responses adopted by governments to support tourism businesses, safeguard jobs and incomes and promote decent work, had been critical. In this respect, social dialogue had played a major role in developing creative solutions and the trust needed for a safe return to work. Government representatives looked forward to discussing the effects of the crisis on workers and enterprises and finding a path towards a human-centred recovery and a safe, inclusive and sustainable future of work in the sector, taking into consideration emerging trends and developments and the adaptation of skills development and lifelong learning. They were also eager to learn how the different countries were addressing the employment and labour challenges in the sector and the approach that they were adopting to realize its potential to advance sustainable development, inclusive growth and decent work.
- 14.** The Executive Director of the UNWTO, Ms Zoritsa Urosevic, said that the pandemic had hit tourism harder than other sectors, and had particularly affected small businesses and women, as well as informal workers. The steps that had been taken by governments during the pandemic to protect jobs and help workers had been much needed. As travel restrictions were lifted and the sector started to recover, there was a need to rethink tourism to make it more sustainable, inclusive and resilient, and to prioritize job creation. The key developments that would shape the future of the industry were digitalization and innovation. There was therefore a need for a greater focus on the development of talent and sustainability. Jobs, skills, entrepreneurship and education were key focus areas and the UNWTO was willing to continue working hand-in-hand with the ILO to assist in the achievement of a people-centred recovery. Many tourism workers had left the sector during the pandemic seeking better prospects and greater stability, work-life balance and career development. The image of employment in the tourism sector needed to be improved, particularly by promoting skills, education, social protection, working conditions and career development. As a basis for the adoption of the necessary policies and measures, it was important to step up the collection and analysis of data on the tourism labour market.
- 15.** The Head of One Planet Network, United Nations Environment Programme (UNEP), Mr Jorge Laguna-Celis, recalled that climate change, nature and biodiversity loss, pollution and waste were damaging human prosperity, health and equity, and were threatening jobs. The world had failed to act fast enough to address the triple crisis driven by the unsustainable consumption of the planet's resources. It was therefore necessary to redouble efforts to achieve an inclusive, resilient, climate neutral and nature positive economy based on sustainable consumption and production and circular approaches. According to the recent UNEP report "Transforming Tourism in the Pan-

European Region for a resilient and sustainable post-COVID world”, there was now an opportunity to take advantage of a pivotal moment to mainstream sustainable tourism. The report recommended a set of policy measures, and particularly: supporting investment and finance for sustainable tourism, including sustainable mobility and infrastructure, using appropriate investment and fiscal measures to stimulate good practices; improving local governance and the development of sustainable tourism products; and establishing monitoring frameworks to measure the sector’s general progress towards sustainability. It was important for decision-making and economic instruments to be based on science-based targets and approaches and aligned with the 2030 Agenda. A good example of collaboration to help the tourism sector move towards an inclusive circular economy approach was the joint work between the UNWTO and the UNEP under the umbrella of the One Planet Sustainable Tourism Programme, which had pioneered multi-stakeholder partnerships and tools, such as the Global Tourism Plastics Initiative and the Glasgow Declaration on Climate Action in Tourism. The COVID-19 crisis offered opportunities to develop tourism policies and practices that promoted low emissions operations, resource and energy efficient production and consumption, sustainable infrastructure, and green and decent jobs.

- 16.** The Deputy Secretary-General of the Organisation for Economic Co-operation and Development (OECD), Mr Yoshiaki Takeuchi, said that many areas depended almost entirely on tourism. Prior to the COVID-19 crisis, the sector had directly contributed 4.4 per cent of GDP, 6.9 per cent of employment and 21.5 per cent of service exports in OECD countries. The pandemic had resulted in one billion fewer international trips in 2020, with devastating results on tourist destinations and enterprises. Moreover, recent developments in Ukraine had caused a reduction of over 1 per cent in global economic growth compared with pre-conflict forecasts, and the prospect of rising inflation. Certain countries that were highly dependent on Russian tourists, such as Finland and Turkey, were particularly affected, and some tourists were deterred by security concerns in Europe and longer flight times as routes were changed. Disruptions during the pandemic had led to many workers leaving the sector, which might be a constraint on its recovery. However, tourism had the potential to support a job-rich recovery, including for women, youth and migrant workers. The future resilience of the sector depended on exploiting the opportunities offered by digitalization, and investing in human capital and skills with a view to developing and retaining a skilled workforce. It was important to counter the prevalence of seasonal contracts and low wages by improving career prospects and on-the-job training. Moreover, a better understanding was needed of the challenges and opportunities in the industry. International cooperation could play an important role in that regard, as illustrated by the work of the ILO and OECD in supporting green and decent jobs in tourism.
- 17.** The Senior Vice-President, Advocacy and Communications, of the World Travel and Tourism Council (WTTC), Ms Virginia Messina, concurred that travel and tourism had been a force for employment and growth. Although the sector had provided around one-in-ten of all jobs globally in 2019, including one-in-four new jobs, it had been affected harder than any other sector by the COVID-19 pandemic, declining by 50 per cent, compared with a general 3.2 per cent contraction of the global economy. Total travel and tourism had fallen by 18.6 per cent worldwide because of the pandemic, with the sector losing 62 million jobs in 2020. In particular, the pandemic had adversely affected small and medium-sized enterprises (SMEs), women and minorities. However, the sector had shown its resilience by bouncing back. The latest economic impact report showed that in 2021 the sector had recovered 18.2 million jobs, or a 6.7 per cent year-on-year increase. The growth trajectory was expected to continue with employment estimated to increase by more than 9 per cent, reaching 300 million by the end of 2022. Over the next decade, it was expected that employment in tourism would grow at an annual average rate of 3.6 per cent resulting in the creation of more than 126 million jobs, reaching a total of 425 million jobs in the travel and tourism

sector by 2032, representing nearly 12 per cent of global employment. It was therefore clear that the sector was destined to achieve success. However, such success would require great responsibility. The pandemic had highlighted the positive impact of travel and tourism on communities and societies. Going forward, it was important to ensure that the growth of the sector was more sustainable, inclusive and resilient. Staff shortages would be one of the key issues in the sector, exacerbated by the pandemic. As the sector began to recover, labour demand was beginning to outstrip labour supply and businesses were struggling to fill vacancies. Extended travel restrictions and the closure of enterprises had led to many employees seeking new opportunities and moving out of the sector. The WTTC had developed practical recommendations on how to address the challenges faced by the sector through the facilitation of labour mobility, remote work, decent work, upskilling and the retention of talent. The ILO and the travel and tourism private sector should work together to ensure decent, secure, sustainable and inclusive jobs.

### ► III. Consideration of the proposed points for discussion

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1. What are the challenges and opportunities for the promotion of full and productive employment and decent work in the tourism sector in the context of the future of work and a sustainable recovery from the COVID-19 pandemic, and particularly in relation to the four strategic objectives of the Decent Work Agenda: international labour standards and fundamental principles and rights at work; employment promotion; social protection, in particular occupational safety and health, social security and working conditions; and tripartism and social dialogue?
18. The Worker Vice-Chairperson recalled that during the pandemic, because of the restrictions and measures adopted by governments, millions of workers in the sector had been expelled from the labour market either permanently or temporarily. In most cases, employers had taken such decisions unilaterally, without the necessary and required negotiation and consensus with trade unions. As a result, many workers had been pushed into unemployment, with no clear prospects for job recovery, no income and no economic support or social support schemes, and in many cases had lost their health insurance. Moreover, protective measures, protocols and health and safety standards had also been widely imposed by companies without prior negotiation, and with limited information and training for workers, who had been exposed to health and safety risks. Those workers who had remained in their jobs had been exposed to overwork and other consequences, such as the alteration of shifts and breaks. Gender inequalities and the pay gap had also grown, women had continued to be exposed to sexual harassment and violence at work, and the necessary balance between work and family and private life had been jeopardized. In short, the tourism sector had moved away from the strategic objectives of the Decent Work Agenda, fundamental principles and rights at work, OSH, decent working conditions, tripartism and social dialogue.
19. The sector was now engaged in a race to recover pre-pandemic figures and ensure growth as rapidly as possible. Some studies estimated that the global tourism sector would recover more rapidly than predicted, exceeding pre-pandemic levels soon and experiencing strong growth. However, such growth might build on pre-existing structural problems and deficiencies, continuing with a model that was neither socially, economically or environmentally sustainable. She urged governments and international organizations to promote and drive forward other models, based on the experience gained from extraordinary events, such as the pandemic, with a view to the reorientation of the global tourism sector. The human dimension should not be

ignored in efforts to seek the rapid expansion of the sector. For example, significant human rights abuses had been identified in the sector in several countries, including failure to respect freedom of association and the right to collective bargaining. Although such abuses had been exacerbated by the pandemic, most of them had already been present before. The very rapid growth of the sector that was expected in the near future would need to be steered and regulated carefully. For example, although women accounted for a large part of the workforce, they often remained invisible. They mainly worked in low-skilled and low-paid positions and rarely took on leadership roles, meaning that they often did not have a voice in decisions relating to working conditions and fair compensation. Systemic discrimination and a lack of representation and recognition in the tourism sector also made women more vulnerable to abuse. Sexual harassment and gender-based violence were pervasive throughout the sector. The positions of women in the sector were often temporary and lower-paid, as a result of which their jobs were not secure and they were not entitled to such benefits as health insurance, childcare and severance pay. Youth and migrant workers also formed an important part of the tourism workforce, but were systematically paid less, had lower quality contracts and were engaged in non-standard forms of work, which increased their vulnerability. Moreover, freedom of association was unattainable for most workers in the sector. In many countries, informal, temporary and seasonal workers in tourism were unable to form or join a trade union due to the nature of their employment, anti-union action by employers or direct restrictions imposed by governments. However, experience in many countries showed that freedom of association was key to economic development as it empowered workers to stand up for their rights.

- 20.** It was necessary to overcome the significant gap in analysis of the social and labour aspects of sustainability in the sector. A socially sustainable tourism sector would have to ensure the protection of workers' rights and establish standards that guaranteed the economic contribution of the sector to local communities through decent work, living wages, fair prices, food security and increased public investment in public goods and services. Sustainability, labour standards and social protection were all needed to build resilience in the face of seasonality and climate change. Tourism could help lift local communities out of poverty by creating decent jobs and helping to develop public infrastructure and accessible social services. The potential of tourism in that regard should be unleashed by addressing employment and labour challenges in the sector. The challenges needed to be addressed by the social partners through the development of new policies and the use of existing mechanisms that had either not been implemented at all or had been imperfectly or inadequately implemented. They included: international and national policy developments on social and labour sustainability in the sector; the right to freedom of association and collective bargaining as a cornerstone to guarantee fair and sustainable tourism in which the voice of workers was heard; the full implementation of all the ILO fundamental Conventions, as well as the Violence and Harassment Convention, 2019 (No. 190), Occupational Safety and Health Convention, 1981 (No. 155), and the corresponding Recommendations, and the SDGs; and the implementation by governments of social and economic protection mechanisms to remedy seasonality and job insecurity. Such policies and measures should be pursued through: the involvement of trade unions in the planning, implementation and evaluation of tourism policies, economic stimulus packages, social protection schemes and OSH protocols; the implementation of the 2017 Guidelines; and improved coordination with other relevant UN agencies, such as the UNWTO and the WHO. Although it would appear from the discussion that there was broad agreement on the measures that were required in the sector, and trade unions were involved in the relevant discussions and measures in many cases, much greater recognition was needed for the essential role of trade unions in the balanced and sustainable development of the sector.
- 21.** The Employer Vice-Chairperson said that the impact of the pandemic on the sector had created massive challenges, as well as opportunities for full, productive and decent employment. The

main immediate challenge for the recovery of employment and the generation of greater opportunities for those wishing to enter the labour market was the need to keep companies in the sector alive and sustainable. As the financial situation had become very complicated, with debts and costs from periods of restriction and inactivity still weighing heavily, it was essential to adopt short-, medium- and long-term measures to support the liquidity of companies with a view to ensuring their solvency and survival, and to promote new initiatives with the potential to create employment. It was important to recall that over 80 per cent of enterprises in the sector were SMEs, with very limited financial resources, which were currently severely committed or exhausted. Maintaining the business fabric in the sector was fundamental as the private sector was the principal source of employment, as recognized in the ILO Centenary Declaration for the Future of Work. The problems faced by enterprises during crises affected their continuity, job stability and workers' incomes, as well as the economic stability of countries. That was particularly the case in Small Island Developing States and relatively underdeveloped economies, as well as in emerging or developing economies and destinations. In addition to immediate financial support, it was essential in the longer term for governments to ensure an enabling environment for the sustainable development of enterprises, which was critical for job creation and labour market stability. Only in a business environment that encouraged private investment, the creation of new formal enterprises, innovation, digitalization and the internationalization of the economic activity of SMEs, would the private sector be able to consolidate, grow and continue creating new jobs. Those conditions were essential to accelerate employment recovery in the sector.

22. COVID-19 had started out as a health crisis. Accordingly, another immediate challenge that would have to be addressed was to improve health security and build back trust among tourists and workers. Resilient health systems were essential for the industry, with sufficient infrastructure and specialized personnel able to contain and deal with large-scale problems, such as pandemics and any potential recurrence. Through clear and coordinated protocols, the adoption of health measures would minimize and prevent risks for employers, workers, and all actors in the tourism sector. It was important to emphasize the shared responsibility of all parties to maintain the highest standards of health and safety in the workplace, as set out by ILO health standards, and particularly Convention No. 155. However, there were also other obstacles to the recovery of the sector. One of the most worrying was the loss of talent and the shortage of workers. In view of the uncertainty faced by local, regional and international tourism and the difficulty of achieving sustainable recovery, the sector had lost part of its attraction in terms of employment. As one of the hardest-hit sectors, the pandemic had affected the image of the industry. The recovery of the sector would be at risk if it could not operate in a stable environment that allowed it to achieve its full potential. Workers were moving to sectors that had not been so heavily affected by the pandemic, or where remote or flexible work was easier. The sector was also facing the great challenge of upskilling for the effective use of new technologies. According to the most recent data, 68 per cent of the workforce in the tourism sector would need access to higher levels of training, particularly in relation to the use of new technologies. The digital transformation had been at least partially pending in the sector before the onset of the pandemic and COVID-19 had accelerated the deficit. The challenge for tourism enterprises was to adapt to new forms of marketing and the provision of services that were preferred by tourists and would be ever more widely used. More training was key to promoting digital skills for a more competitive, sustainable and responsible industry. The digital transformation would not be possible without adequately trained workers who could adapt to present and future skills needs. The process required responsibility to be shared between all parties, with leadership by governments, the involvement of enterprises, training and other institutions, and the commitment of workers to make the best use of further training opportunities.

- 23.** The pandemic had also highlighted the vulnerability of workers and employers in the informal economy, thereby reaffirming the urgent need to create enabling conditions for enterprises to grow and generate employment within the formal economy, and in so doing contribute fully to economic development through their access to the supporting policies and measures that were normally available in the formal sector. It was necessary to give priority to the formalization of work and economic units in the sector through a review of local regulatory frameworks. New technologies offered greater opportunities for the creation of decent and more productive jobs. It was therefore essential to design measures that enhanced access to financing for innovation and the adoption of technology by enterprises, and particularly SMEs. Another important opportunity for the creation of more decent jobs was the sustainable development of the sector and the full realization of the potential of the green economy. Climate change and care for nature were among the main challenges. It was interesting that, as societies moved towards more sustainable tourism, the sector would also generate higher incomes for local communities and economies. The post-pandemic reconstruction process offered an opportunity to reconsider the future of the sector, introduce more ecological and sustainable tourism models and generate green jobs. One of the main areas of focus should be the promotion of green finance.
- 24.** The sector offered enormous potential for the creation of decent work and the promotion of entrepreneurship, particularly for disadvantaged groups, such as young people, women, indigenous populations and persons with disabilities. Tourism was one of the sectors with the highest percentage of women employees and entrepreneurs. It also provided employment opportunities for young people wishing to enter the labour market, who could therefore have access to training and experience that would be valuable for their career development. It was necessary to develop regulations which, through formal and decent work, were adapted to the specific need for personnel in tourism, taking into account the specific characteristics of the sector, such as seasonality, work on public holidays, variable working hours and climatic conditions. Workers in tourism were precisely those who worked when traditional employees in other sectors were eating, resting, on holiday, celebrating religious or national holidays, or taking leave. The sector therefore required working conditions that were aligned with its specific circumstances, including both permanent and temporary or discontinuous contracts, and working hours that could be full- or part-time, or variable, in order to adapt to the variable demand for services and the availability of workers, and accordingly offering the efficiency and competitiveness necessary for the sustainability of enterprises and their employment opportunities.
- 25.** An Employer representative from Madagascar referred to two challenges that tourism enterprises had faced during the pandemic in her country. The first had consisted of the lack of public subsidies or direct financial assistance, which had been available in many other countries. Apart from temporary tax reductions, there had been no direct public assistance for enterprises that had endeavoured to retain their employees. Enterprises had been forced to use their own resources to pay their employees and essential costs. In least developed countries, such as Madagascar, enterprises were therefore embarking on the recovery process from a negative financial position. In addition to the pandemic, climate change was having a severe impact on enterprise operation, for example through difficulties in obtaining the electricity and water needed for everyday operations. There had also been a number of powerful tropical cyclones that had destroyed infrastructure and restricted access to tourist locations. Those conditions needed to be taken into consideration, as they had a direct impact on the recovery of investment and infrastructure.
- 26.** The Government Vice-Chairperson said that to be effective, policy measures needed to be agreed upon and supported by the social partners, particularly in such a complex sector as tourism. It

was therefore difficult for governments to implement a single policy covering all aspects of the sector. Moreover, the issues faced by the sector varied between countries and regions. In certain countries, issues arose relating to the extraction of minerals and endangered species. The lack of education and training for workers in the sector was also a matter of concern. The fact that many young people abandoned the education system had widespread effects, including on international tourism. The pandemic had led to a worsening of the situation in relation to working hours and child labour. There was a pressing need for formalization in the sector and throughout the related value chains. Once again, the complexity of the sector made it more difficult to develop a formal framework. Tourism workers also suffered from OSH deficits, including in relation to exposure to COVID-19, for which it was necessary to develop and follow appropriate protocols. There was a need for collaboration between the ILO and the UNWTO, as well as other international organizations, with a view to improving the profile of work in the sector as a basis for attracting and retaining the necessary workforce. Better conditions for workers in the sector would require an improvement in industrial relations, with greater involvement by the social partners, better social protection and a greater focus on developing skills, particularly the new skills needed for digitalization. It was only through improved working conditions that better quality and more sustainable tourism would be achieved.

27. The Worker Vice-Chairperson, in response to the comment by the Employer Vice-Chairperson that there should be more flexibility in employment contracts to accommodate the needs of the sector, recalled the principle enshrined in the Declaration of Philadelphia that labour was not a commodity. Workers' rights should not be part of the economic equation. The pandemic could not be used as an excuse for making contracts more flexible. Freedom of association and collective bargaining were fundamental rights, as recognized in international instruments. Improvements in working conditions in the sector should also follow the guidance set out in the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), and the Employment Policy Convention, 1964 (No. 122). It was essential to consider non-standard forms of employment from a rights-based perspective.
28. The Employer Vice-Chairperson noted the agreement by all speakers on the importance of training and skills development. He added that it was not new to seek flexibility in the sector, but merely a long-standing response to the specific characteristics of the sector. It was clear that the necessary conditions should be developed through social dialogue and at the tripartite level so that national conditions and regulation could be adapted to the realities of tourism.
29. The Government Vice-Chairperson agreed that education and training were fundamental. The pandemic had further strengthened the need to improve skills and it was very important to develop strong labour relations with a view to agreeing on improvements in skills development.
30. A representative of the Government of Zimbabwe emphasized the importance of strengthening training for employees. During the pandemic, there had been a shift in emphasis in the use of public funds towards health in order to ensure vaccination and upgrade health infrastructure. The level of support provided to the tourism sector had been limited, particularly for SMEs, and had focused mainly on reductions in contributions, taxes and fees, such as licensing. It would be helpful to improve international cooperation and strengthen collaboration with investment partners with a view to directing investment to the sector.
31. A representative of the Government of the Democratic Republic of the Congo highlighted the importance of education and training and the provision of support for the recovery of tourism enterprises. Everyone had a responsibility to ensure peace and to combat insecurity resulting from conflicts and wars, such as those in eastern Africa. There was a need for international commitment to reinforce and consolidate peace throughout the world, based on the guidance set

out in Recommendation No. 205, particularly in the case of multinationals engaged in extractive industries.

32. The Worker Vice-Chairperson, with reference to the issue of health insurance, reaffirmed that healthcare needed to be provided to everyone through a public system. With reference to the statement by the Employer Vice-Chairperson that OSH was a shared responsibility, she emphasized that collaboration was required between employers and workers for the identification of OSH risks and hazards in the workplace and the measures needed to address them.
  33. The Employer Vice-Chairperson agreed on the importance of healthcare, which had been further highlighted by the pandemic. All the actors in the sector had a shared responsibility to ensure a safe working environment and the recovery of the sector. Employers would best be able to ensure that sustainable enterprises produced decent jobs if all parties were involved in productive social dialogue. Governments had an important part to play in assisting in the recovery and development of the sector by ensuring that regulation and taxation were adapted to its specificities and were effective in promoting formalization and preventing unfair competition from informal actors.
2. Taking into consideration the ILO Guidelines on decent work and socially responsible tourism (2017), which policies, measures and practices have worked, which have not worked, and what needs to be done to better address decent work challenges, in particular ensuring safe and healthy working conditions and promoting full and productive employment and decent work in the sector, especially with regard to: promoting sustainable and inclusive economic growth and the creation and development of sustainable enterprises; facilitating the transition from the informal to the formal economy; promoting the acquisition of skills, competencies and qualifications for all tourism workers; ensuring adequate protection and decent working conditions for all workers, with particular attention to occupational safety and health; achieving gender equality, eliminating discrimination, violence and harassment at work; and fostering social dialogue and tripartism between governments, employers and workers?
34. The Worker Vice-Chairperson recalled that all of the points that were being made were based on the 2017 Guidelines and the related ILO standards, including standards adopted since 2017, which had not been included in the appendix to the Guidelines. The conclusions adopted by other ILO technical meetings in other sectors also offered valuable guidance. It was essential for the promotion of sustainable economic growth through sustainable enterprises that all workers were covered by social security, irrespective of their type of labour contract. Such coverage should be extended to workers in non-standard forms of employment, including casual workers, who were often not covered by social security and did not benefit from freedom of association. It was also very important to ensure that the sustainability of the sector included economic, environmental, social and labour aspects in response to the new challenges related to digitalization, automation, robotization, energy and the climate crisis. A just transition would require the involvement of trade unions and workers' representatives in the design and implementation of the respective measures. In order to facilitate the transition in the sector from the informal to the formal economy, measures would need to be taken to eliminate informal and undeclared work. That would require the intervention of labour institutions, and particularly labour inspection, which was often understaffed and underfunded, and therefore needed to be strengthened. All workers should have access to quality technical and vocational education and training (TVET), which should be aimed at skilling and upskilling all workers throughout their working life to help them find jobs and progress in their careers. Emerging new skills needs, particularly in relation to technological



advances, should be integrated into existing TVET curriculums. It was important for trade unions and employers to be fully involved in the design and implementation of TVET, in accordance with the provisions of the Human Resources Development Convention, 1975 (No. 142), and the Human Resources Development Recommendation, 2004 (No. 195). For example, in Germany, the social partners had recently participated in the updating of the training curriculum in the hospitality sector, in which new elements had been included to address such issues as the green economy and new technologies and to improve soft skills.

- 35.** The provision of decent working conditions required adequate protection for all workers, particularly in relation to OSH, with a view to the promotion of full, productive and decent employment. However, business practices such as outsourcing, subcontracting and franchising often led to non-standard forms of work, especially as they tended to undermine the exercise of the rights of workers to organize and to collective bargaining. Another vital aspect of decent work was remuneration and the guarantee of a living wage for all workers. Further investigation would be needed to examine all the reasons for labour shortages in the sector and to propose possible solutions. Some of the measures required to address the labour shortages in the sector would include the improvement of social protection, work-life balance, upskilling, fair remuneration, the right of workers to disconnect outside working hours and guarantees of workers' rights to collective bargaining, information and consultation on matters of concern to them. That should be combined with the full implementation of all OSH standards and regulations with the full involvement and participation of trade unions and workers' representatives in order to combat major risks and hazards, which included fatigue, injuries, accidents, as well as mental health issues and work-related stress. In many countries, trade unions had a legal right to be included in OSH committees. The practice should be extended at the company level for the joint assessment and prevention of risks and the monitoring and improvement of OSH measures. The achievement of gender equality in the sector and the elimination of discrimination and violence at work required the full ratification and effective implementation of the respective standards, including the Violence and Harassment Convention (No. 190) and Recommendation (No. 206), 2019. Gender equality, discrimination and violence at work should be considered to be OSH issues, particularly as workers in the sector often worked unusual hours and in remote locations. In those circumstances, employers had a responsibility to ensure that workers could commute safely to and from work, for example through the provision of transport, especially when they worked late in the evening or at night. There were good examples at the company level of agreements addressing gender-based violence and harassment, including the framework agreements negotiated by the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF) with global corporations.
- 36.** It was very important to foster and strengthen social dialogue and tripartism in the sector. Well-functioning social dialogue helped to find solutions in the context of crises and with a view to recovery, for example through job retention schemes and the protection of workers' incomes. During the pandemic, many of the furloughs and other measures adopted to protect workers had not been effective in the tourism sector, where wages were often low, and wage protection schemes only provided low levels of benefits. Engagement and dialogue with unions and workers' representatives were crucial to ensuring decent jobs and working conditions. International organizations, such as the UNWTO, should therefore engage with trade unions and better coordinate their efforts in the sector, as the WHO had been doing with the IUF in the hotels and tourism sector. Although the unions had asked to be involved, they had not been associated with the work of UNWTO in that regard.
- 37.** A Worker representative from Kenya reported that certain employers in her country had taken advantage of the pandemic to dismiss permanent employees and then offer them work again

under non-standard forms of employment. The workers concerned were being denied their right of freedom of association and were not allowed to conclude collective agreements.

- 38.** A Worker representative from Spain provided an example of how social dialogue could be instrumental in increasing the quality of tourism services and providing a basis for the development of a more socially, economically and environmentally sustainable tourism industry. The new Act on tourism in the Balearic Islands offered a good example of positive outcomes negotiated by social and economic partners. The Act included provisions on a range of measures to improve OSH, such as the replacement of hotel beds with higher bedframes to avoid ergonomic issues for workers, and improvements in air conditioning and smoke filters in kitchens to reduce temperatures and improve air quality. The new Act also placed greater emphasis on the importance of capacity-building and training, and required employers to develop plans for the circular economy so that they could operate in a more environmentally sustainable manner, which was important for the islands.
- 39.** A Worker representative from Jamaica emphasized the importance of including provisions in collective agreements on the safe transport of workers. In his country, unions had negotiated the inclusion of provisions in agreements with hotels and other tourism employers to ensure that workers who worked in remote locations, or late at night or very early in the morning, were provided with transport to ensure they could travel home safely. The provision of transport by employers ensured the safety of workers, who otherwise would be effectively subsidizing the operation of the company if they had to pay for it themselves when they were called upon to work in remote locations or outside normal hours of work.
- 40.** The Employer Vice-Chairperson said that the pandemic had demonstrated that countries, and in particular the tourism sector, had not been prepared for a global crisis of that magnitude. It had also highlighted various challenges in relation to crisis management. For example, the lack of leadership and coordination at the regional and global levels had resulted in the adoption of partial, contradictory or ineffective measures, especially in relation to OSH. The management of national borders had proved chaotic for tourism. One factor that explained the lack of coordination was that business organizations had not been adequately involved in the development of health protocols. The measures adopted, which lacked coherence, had increased the mistrust of travellers and workers, further damaging the tourism sector. With regard to the liquidity of enterprises, emphasis should be placed on the efforts made by certain governments to try and ensure their solvency and survival by making available credits, temporarily reducing or eliminating taxes, providing wage subsidies and support for investment. Such measures, when designed through social dialogue, had played a key role in reducing the economic impact of the pandemic. However, other governments had not adopted adequate financial measures, or the assistance available had been overly complicated by regulations, requirements or bureaucracy, which had prevented enterprises from obtaining the necessary financial support. It was important to recall that tourism had not yet emerged from the crisis and that the recovery was still incipient and fragile. New strains of the virus, climate disasters and conflicts could arise rapidly and have an immediate impact in the areas affected. Tourism would require continued incentives and assistance, particularly for SMEs, which were simple and rapidly accessible.
- 41.** It should be emphasized that there had been elements that had worked during the pandemic. For example, despite the lack of coordination of health, migration and labour policies, and the unprecedented situation faced by companies, the private sector had made efforts to adapt to a confused, uncertain and variable situation. It had adopted various initiatives to support its workforce and remained fully committed to their security and well-being. More generally, the pandemic had shown the pertinence of social dialogue in all its forms in mitigating its negative effects on enterprises and employment. Representatives of employers and workers in the sector

had a clear common objective and should continue working together. Many policy measures required urgent change. Despite its significant potential, the contribution of the sector in terms of job creation and economic growth was often undervalued and the necessary incentives were not made available. For example, the promotion of productivity had not been adequately addressed in national policies, and there was a lack of other policies, such as national employment policies and other measures that could help generate the necessary dynamic for employment creation, efficiency and the transition to formality based on the creation of an enabling environment for enterprises in the sector. The potential of digital technologies was also undervalued. They were not only essential for the recovery of the sector, but also maximized the competitiveness of enterprises in the long term. Investment was required in physical and digital infrastructure, in the facilitation of financing for private investment and in the reform of TVET systems to train workers and employers in the skills that would be required in future for entry into the labour market and the creation of new productive enterprises. Examples of public-private partnerships with the potential to support education programmes and learning systems through practical experience in tourism enterprises had demonstrated their added value in addressing skills shortages and facilitating access to employment. It was only through investment in skills and capacity-building that it was possible to increase productivity and competitiveness, address the economic and social responsibilities of the sector, and achieve its digital and ecological transition. Better training would also contribute to improving the image of the sector as a provider of successful employment opportunities in a context of formality and environmental sustainability. In that regard, it was a constant concern to combat the image that the sector did not offer good working conditions. In practice, the sector not only offered access to first job opportunities for workers with few or no qualifications, which was in itself an important contribution to general employment challenges, but also, through initial and further training and the acquisition of experience, it allowed workers to build decent and diverse professional careers.

42. An Employer representative from Australia described the outcome of a promotional campaign to reposition the image of the tourism industry in her country and combat its labour challenges. The Government had played an important role in promoting employment in the industry within the framework of a coordinated and cross-sectoral initiative. Through the promotional campaign launched in 2019 by Tourism Australia, "Tourism the best job in the world", many jobseekers had been attracted to work in tourism in Queensland. The initiative offered scope for broader replication.
43. The Government Vice-Chairperson said that it was important to reflect on the results of the measures taken by governments to support the sector during the pandemic. There was a danger that, without the appropriate conditionality, measures such as zero interest loans and other financial measures could have the effect of promoting informality. The loans and other measures adopted should be used to promote the process of formalization, by making formality a condition of access. The prevention and mitigation of OSH risks for tourism workers remained a priority. Tripartite councils and committees had developed initiatives and proposals on means to formalize labour relations, while at the same time allowing the flexibility required to address the specificities of the industry. More needed to be done to promote social dialogue, which could be very effective in improving conditions and performance in the sector. Moreover, the recovery from the pandemic offered a good opportunity to examine and improve work arrangements for women, migrants and youth, who made up a significant proportion of the workforce. In cases where tourism involved the lands of indigenous and tribal peoples, careful consideration needed to be given to the manner in which they would be involved in tourist activities and how to ensure respect for their customs and traditions. Social dialogue was vital in ensuring the adaptation of public policy measures to ensure the elimination and prevention of violence and harassment in the sector.

Consideration should be given to linking the provision of funding for training to the process of formalization, for which purpose specific models could be adopted for the tourism sector.

44. A representative of the Government of Jamaica provided an overview of the initiatives implemented to promote decent and productive employment in the tourism sector in her country. The Jamaica Centre for Tourism Innovation had been established as part of the Human Capital Development Strategy on training and qualifications for workers in the sector. A pension scheme based on mandatory contributions had also been established covering all types of workers in the sector and in related industries, in line with the 2017 Guidelines. Also, in accordance with the Guidelines, climate mitigation and adaptation were key to ensuring sustainable tourism. In that context, several initiatives had been implemented in Jamaica, including: the Blue Ocean Strategy, aimed at making tourism more resilient; the tourism strategy and action plan, which focused, among other areas, on artificial intelligence, productivity and climate change; the tourism environmental strategic agreement; the measurement framework for sustainable tourism, aimed at providing data and indicators to guide further action; and the Climate Change and Multi-Hazard Contingency Programme, which would improve the climate preparedness and response of tourism.
45. The Worker Vice-Chairperson, in response to the discussion, highlighted the importance of the right to disconnect, especially in view of the challenges of the current digital work environment and the need to ensure work-life balance and avoid excessive working hours, which affected the health of workers. In particular, remote working arrangements should always be voluntary, negotiated and guarantee fundamental principles and rights at work. Government subsidies and support should be linked to the creation of decent employment and job retention, and not only the survival of enterprises. Although the global framework agreements concluded by the IUF and multinational enterprises were comparatively recent, they were success stories with visible results and could inspire enterprises at the national level. Furthermore, while national legislation was important, it should always be based on international labour standards. Finally, although it was interesting to note the campaigns undertaken, for example in Australia, to promote employment in the sector, it should always be borne in mind that it would only be possible to attract and retain sufficient workers in the sector if it offered good working conditions, including wages, which could only be guaranteed through collective bargaining.
46. The Employer Vice-Chairperson agreed that social dialogue in the sector was vital and that the social partners should use all the available social dialogue tools, without any specific format being imposed. The very high number of workers in tourism showed that the conditions existed in the sector to generate jobs that workers found attractive. It was crucial to provide an enabling environment that met the needs of the sector. The formalization of the sector would be important in attracting new workers under attractive conditions, although it was also necessary to recognize the need for flexibility to take into account the specific conditions in tourism. The challenge was to strike a balance between the conditions required to facilitate recovery, compliance with regulations and formalization. There were clear guidelines on maximum hours of work, and remote working should be undertaken on a voluntary basis.
47. The Government Vice-Chairperson, while agreeing on the need for contractual arrangements to be adapted to the needs of the sector, and that not all contracts should be the same, said that specific hiring practices remained an issue and often encompassed unclear or "grey" areas. The right to disconnect was particularly important in ensuring that workers had the time to care for themselves and their families, and enjoyed sufficient rest to maintain their health. The formalization of the sector would enable governments to have a broader vision of the measures that were needed and formality should be a condition for the provision of credit and other forms of support in an effort to promote productive tourism.

48. The Worker Vice-Chairperson recalled that tourism was not the only sector in which hours of work were not confined to the normal working day. The necessary flexibility should always be in accordance with the law and should be the result of collective bargaining that took into account both the needs of the sector and the rights of the workers, and not only the viability of the enterprise. Such sound regulation was good for companies as it prevented unfair competition.
49. The Employer Vice-Chairperson indicated that decent work could not be achieved outside the context of formal employment. The social partners had an intimate knowledge of the sector and social dialogue was the mechanism through which progress could be made and appropriate standards generated.
3. What recommendations can be made for future action by the International Labour Organization and its Members (governments, employers' and workers' organizations) regarding the promotion of full and productive employment and decent work and the sustainable recovery of the tourism sector?
50. The Employer Vice-Chairperson emphasized that, due to the unusual circumstances of the pandemic, everyone's focus should be on the recovery of the sector and the recuperation of employment levels. The 2017 Guidelines offered a good basis for action, within the context of the Centenary Declaration and the Global Call to Action. With regard to action by governments, it was crucial to strengthen international cooperation for the recovery of the sector, including coordination for the removal of all barriers and internal and external restrictions of movement so that national and international travel could resume in a foreseeable and definitive manner. Such coordination at the national, regional and international levels was essential to ensure business continuity in the sector, but in particular to rebuild the confidence of tourists and encourage them to travel. The tourism sector required the effective application of OSH measures based on tripartite participation. In order to ensure adequate preparation for future crises and improve the coordination and resilience of the sector, governments would need to strengthen their collaboration with the private sector, share the key lessons learned from the crisis and jointly develop measures and protocols that could be applied rapidly to prevent and mitigate future crises. Until the sector had completely recovered, governments should maintain support measures for the private sector, and particularly for SMEs, including tax reductions, subsidies, direct support and incentives to promote demand. More generally, governments should support the maintenance of formal enterprises and promote an enabling environment for sustainable enterprise development, innovation, productivity growth and private investment in the sector. Governments should also assess their employment policies to ensure that they facilitated recruitment by employers in response to fluctuations in demand in the sector. In that regard, it was necessary to develop regulations that took into account, within the context of formal and decent work, the demand for labour by tourism enterprises in view of the specific characteristics and seasonal nature of the sector, including the need to work on national and religious holidays, variable working hours and climate-related factors. It was a feature of the industry that workers in tourism tended to work when other members of society were off work. Accordingly, contractual arrangements were required that could be permanent, temporary or discontinuous, which of course placed limits on maximum working hours, but also facilitated the modulation of the working day, including full- and part-time and variable hours of work, with a view to adapting to the atypical and variable demand for services and the availability of workers. It was only in that way that the necessary levels of efficiency and competitiveness would be achieved for the sustainability of enterprises and employment in the sector. Otherwise, as experience showed, such needs would be met through more informal approaches that failed to offer the appropriate levels of social protection and decent work. It was the responsibility of the present tripartite

meeting to show how a balance could be struck at the local level to achieve those characteristics of employment in the sector within a context of formality.

- 51.** In addition, national employment programmes should adopt new technologies to facilitate the matching of vacancies and jobseekers, with a view to reducing frictional unemployment. Governments should promote social dialogue in order to recuperate lost employment and should envisage a more flexible adaptation of regulation. Emphasis needed to be placed on the involvement and consultation of employers' organizations in the design of economic and labour reforms and public strategies and policy to promote the recovery of the sector, first to regain the employment levels of 2019 and then to achieve further growth and promote the formalization of the sector, wherever necessary. Governments should also promote tourism in destination countries with a view to maximizing demand, particularly in countries that were most dependent on the sector for economic growth. Economic assistance to revitalize tourist infrastructure, develop skills for new forms of tourism and promote specific products were good examples of measures that could revitalize demand. Other important needs included ensuring dynamic and adequate interconnection between such infrastructure as roads, ports and air transport, and specific policy incentives to preserve the environment and develop sustainable green tourism. Digital tools were playing an important role in guiding the sector towards structural transformation and low carbon emissions. In that connection, governments should provide incentives, including financial measures and investment in digital technology, to promote the implementation of sustainability policies by the private sector. It was also necessary to identify the skills required in the labour market, evaluate the availability of those skills and design and coordinate vocational training programmes with employers' organizations with a view to meeting future needs, including through internships. Governments should also review migration and visa policies and promote regional markets to ensure the availability of sufficient labour.
- 52.** The social partners had a key role to play in the design of public policies affecting the tourism sector through social dialogue. They should be involved in the adoption of coherent OSH protocols to cover the whole tourism industry at the national, regional and international levels. Employers' and workers' organizations also had a vital role to play in the adaptation of TVET systems, further training and quality skills development to provide enterprises in the sector with the required skills. As set out in the Conclusions on skills and lifelong learning, adopted by the International Labour Conference in 2021, the adaptation of education systems was a shared responsibility for all constituents. Finally, the social partners had a role to play in promoting a culture of change, and particularly new technologies, through the dissemination of knowledge on the positive impact of digital technology, with a view to improving understanding and trust in those new opportunities.
- 53.** The ILO should play a leadership role in the international system in promoting economic and employment recovery in the sector, including through the consolidation of multilateral cooperation in the field of social and employment policy. The ILO, in collaboration with other international organizations, should share good practices and knowledge and undertake analyses of the lessons learned during the pandemic. With a view to the design of appropriate public policies, programmes and regulations that generated jobs based on data provided by the Office, the ILO had a crucial role to play in supporting countries in the development of coordinated training and skills development policies which linked emerging skills in the sector to the varying needs of tourism enterprises. The ILO should disseminate good practices in relation to productive jobs, productivity improvement, inclusion, gender, disability and environmental safety. The ILO should also provide technical assistance to governments for the development of appropriate public policies and coordinated skills programmes for enterprises and entrepreneurs on the integrated use of new technologies. It should also prepare and implement, based on a tripartite

approach, a communication and awareness programme to improve and consolidate the image of the sector as one of the most dynamic creators of employment opportunities. The ILO's activities to promote recovery in the sector should be based on a global call to action and a road map for action at the national level. It should also continue to promote solid, independent and efficient employers' and workers' organizations with appropriate technical capacities and access to relevant information.

54. An Employer representative from Singapore emphasized that skills, employment and technology were crucial to realizing the potential of the tourism sector and to achieving recovery and growth. In Singapore, a skills framework had been developed in cooperation with the tripartite partners and three government agencies, the Singapore Tourism Board, SkillsFuture Singapore and Workforce Singapore, and then endorsed by industry partners, including trade and hotel associations. The skills framework had been developed in 2021 and was based on an analysis of the skills available and those that would be required for the recovery and future development of the sector, with particular reference to the need to attract and retain workers with appropriate skills, including the manner in which jobs could be redesigned to be more attractive. Unions were concerned about the survival of jobs in the industry. It had been important to address the issues of productivity and skills, which were all vital to the future development of the industry.
55. The Worker Vice-Chairperson recalled that the basis for discussions in the meeting were the 2017 Guidelines, in which all the important issues were addressed. Moreover, most of the principal issues relating to the present point for discussion had already been raised under point 2. With regard to the ILO's fundamental Conventions, it was clear that governments had a duty to adopt, implement and effectively enforce the fundamental principles and rights at work through national laws and regulations and to ensure their application in all sectors. It was also particularly important to focus on the application of Conventions Nos 190 and 155 and their related Recommendations, as well as on the Working Conditions (Hotels and Restaurants) Convention, 1991 (No. 172). It was essential to ensure the full exercise of the right to freedom of association and collective bargaining by all workers in the sector, including those in non-standard forms of employment, seasonal and migrant workers. The application of the fundamental Conventions and the effective exercise of the right to collective bargaining were vital to finding solutions to many of the issues raised during the discussions. The ILO should further promote the 2017 Guidelines, for example by translating them into more languages, disseminating them more widely, organizing meetings at the regional and national levels and providing training in cooperation with the International Training Centre of the ILO in Turin. Further analytical work should also be carried out on labour shortages in the sector.
56. The Government Vice-Chairperson called on the ILO to develop further direct cooperation with the UNWTO and other organizations working in the field of tourism to deal with the issues raised during the discussions. One of the major problems faced in the sector was the sheer volume of the informal economy. Emphasis would need to be placed on improving the skills of workers in tourism, in which the ILO, the UNWTO and the WTTC could play an important role. The ILO and the UNWTO could also provide valuable assistance in promoting formalization in the sector. Skills training and formalization were vital to help young workers enter the sector, find decent work and therefore wish to stay in tourism, and also for the promotion of sustainable tourism. It had to be acknowledged that tourism had a considerable carbon footprint. It was therefore important to reflect on the future development of tourism and to promote its most sustainable and environmentally friendly forms, which would require close analysis of the sector and reflection on the manner in which it operated with a view to identifying areas in which positive changes and improvements could be made. Moving tourism from the informal to the formal economy would

make a major contribution to addressing and resolving most of the other major issues that it faced. ILO support and assistance in that regard would be welcome.

57. The Employer Vice-Chairperson, in response to the points raised by the Worker Vice-Chairperson, while recognizing the valuable work and analysis that had been carried out prior to the pandemic, emphasized that it was now important to take into account the existence and impact of the pandemic and focus on identifying guidance for the post-pandemic recovery in the sector, particularly in view of its potential for economic and employment growth and its knock-on effect on other sectors. The pandemic was still having a significant impact on tourism, and the sector was not the same as it had been prior to the onset of the pandemic. The meeting should not confine itself to reiterating past guidance, but should be forward looking and lay out a road map for recovery.
58. The Worker Vice-Chairperson said that, although its impact had been very broad, COVID-19 was not the first crisis affecting the economy and could not be taken as a justification for questioning everything that had been agreed previously and seeking ever greater flexibility. The standards and guidelines developed prior to the pandemic offered a sound basis upon which further progress could be made, including through the improvement of industrial relations in the sector as an essential means of combating informality and non-standard and insecure forms of employment. Indeed, rather than lowering standards and increasing flexibility, the strengthening of regulation, skills and social dialogue would make the industry more resilient in the face of any future crises.
59. The Employer Vice-Chairperson said that the impact of the present pandemic could not be compared to that of other crises. Moreover, the development of better adapted regulation was necessary for the formalization of the sector. It was necessary to consider the potential and constraints under which the sector operated, and to develop appropriate new forms of employment adapted to its specific characteristics. It was not appropriate to qualify such employment arrangements as non-standard forms of employment. The measures proposed should be developed with the participation of the social partners and based on a sound analysis of the context in which enterprises in the sector operated, taking into account all the relevant dimensions.
60. A Worker adviser recalled that, rather than non-standard forms of employment, the language adopted at the most recent session of the International Labour Conference was insecure forms of work. The implementation of the guidance set out in the 2017 Guidelines could provide the basis for a solution to the crisis by improving the situation, not lowering standards. However, the most recent International Labour Conference terminology should be used.
61. The Employer Vice-Chairperson indicated that there could be a conceptual problem with the use of the terms “insecure forms of work”, which appeared to include vulnerable workers, disadvantaged workers and specific groups in the informal economy, such as migrant and other workers. Care should be taken not to automatically associate insecurity and informality with diverse forms of work, nor with formal jobs that were flexible. The forms of employment in the various countries often depended on contractual and legal arrangements that differed between ILO Member States. Analysis should therefore be undertaken of the various forms of work that existed in the different countries, without trying to fit them into standard categories and painting everything with the same brush.



## ► IV. Consideration of the draft conclusions

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62. The meeting nominated four representatives from each group to form a working party on conclusions, which met on the afternoon of Thursday 28 April 2022 to examine the draft conclusions drawn up by the Office on the basis of the discussions held on the previous days. The working party was able to reach agreement on many of the draft conclusions. It highlighted other conclusions on which agreement was still to be reached.
63. The members of the working party on conclusions were: Government members: Ms Gabriela Jaramillo (Vice-Chairperson, Ecuador), Ms Tyesha Turner (Jamaica), Mr Elias Amunyela (Namibia) and Ms Milena Piasente (Italy), and Government advisers Mr Felipe Nunes (Portugal) and Mr Douglas Runyowa (Zimbabwe); Employer members: Mr Ignacio Eduardo Capurro (Vice-Chairperson), Ms Ingrid Fraser, Mr Stephen Yee Fook Keong and Ms Inmaculada Benitos Hernández; and Worker members: Ms Kerstin Howald (Vice-Chairperson), Ms Pilar Rato, Ms Agnes Murithi and Mr Collin Virgo.
64. At its plenary meeting on Friday 29 April 2022, the meeting confined its discussion to the draft conclusions set out in document TMSRTS/2022/5 on which agreement was still pending.

## Challenges to and opportunities for a sustainable recovery and decent work

### Proposed paragraph 3

65. An Employer adviser indicated that, following consultations, agreement had been reached on the following text: “Globally, although differences between regions exist, the sector continues to face decent work deficits which are more pronounced in the informal economy such as the prevalence of informality, variable and long working hours, low wages, limited access to social protection, gender-based discrimination, poor occupational safety and health (OSH) practices and weak regulation, enforcement and organization of labour. In some cases, the sector is also affected by the lack of an enabling environment for sustainable enterprise development, insufficient and inadequately skilled workforce and productivity challenges.”
66. In response to a comment by the Worker Vice-Chairperson with regard to the repetition of the terms “informal economy” and “prevalence of informality”, it was agreed that the Office would make the necessary editorial changes. On that understanding, the paragraph was approved, as amended.

### Proposed paragraph 4 and proposed new paragraph 5

67. The Worker Vice-Chairperson indicated that, following consultations, a proposal was under consideration to combine paragraphs 4 and 5 and replace the two proposed paragraphs. The proposed replacement text was based on paragraph 17 of the Conclusions concerning inequalities and the world of work, adopted by the International Labour Conference in 2021, adapted to the context of tourism, which would read as follows: “Increasingly, many are in forms of work, such as seasonal and part-time work, fixed-term contracts, working through private employment agencies, outsourcing and subcontracting, that can offer a stepping stone to employment, especially for workers who face higher barriers on the labour market such as young, low-skilled and migrant workers. These types of work may give rise to decent work deficits when, among other reasons, they are not well regulated, are not used for the specific legal purpose they

are intended for but to circumvent the employer's legal and contractual obligations, or do not afford adequate labour and social protection."

68. The Employer Vice-Chairperson proposed the replacement in the above text of the words "many are in" in the first line by the words "tourism has many forms of work".
69. It was so agreed.

### Proposed paragraph 7

70. The Worker Vice-Chairperson indicated that a compromise had been reached to: replace "the informal economy where many enterprises operate" for "in the informal economy segments of the tourism sector"; include the word "tribal" after indigenous; place the words "local communities" after the words "migrant workers"; and include thereafter the expression "frequently engaged in informal or casual employment." She also suggested the inclusion of the words "may have reversed in some cases".
71. It was so agreed.

## A human centred inclusive, sustainable and resilient recovery and a just transition to a sustainable future of work in tourism

### Proposed paragraph 12

72. The Employer Secretary recalled that during the discussions in the working party it had been agreed to use the word "relevant" before international labour standards, instead of the term "ratified". It was not appropriate to use the term "in accordance with" standards that had not been ratified. "In accordance with" should therefore be replaced by "taking into account".
73. The Worker Vice-Chairperson preferred the term "in accordance with", or alternatively "in line with". "In accordance with" should certainly be used in relation to national laws and regulations.
74. The Government Vice-Chairperson supported the wording proposed by the Employers.
75. The Secretary-General, in response to a request for clarification, confirmed that "in accordance with" was the appropriate terminology to refer to national laws and regulations, but that "taking into account" was more appropriate for international labour standards that had not been ratified.
76. The Worker Vice-Chairperson, in light of the above clarification, although she would have preferred "in accordance with" relevant international labour standards, could accept "taking into account".
77. It was so agreed.

### Proposed paragraph 14

78. The Worker Vice-Chairperson, at the beginning of the paragraph, proposed to reflect the language contained in proposed subparagraph 17(b). The beginning of proposed paragraph 14 would therefore read: "A policy environment and measures have to be put in place ...".
79. It was so agreed.

## Recommendations for future action by the International Labour Organization and its Members

### Proposed paragraph 18

80. The Employer Vice-Chairperson recalled his proposal during the working party to delete the words “including workers in insecure forms of work and regardless of their employment relationship”. He recalled that it had been agreed to place proposed paragraph 18 before proposed paragraph 17.
81. The Worker Vice-Chairperson opposed the proposed deletion. She supported the proposed addition by the Government representative of the words “and workers in the informal economy”.
82. A Government representative from Portugal said that “insecure forms of work” was agreed language in the context of the ILO, as contained in the 2021 Conclusions concerning inequalities and the world of work and the Global Call to Action. The wording should therefore be retained.
83. The Secretary-General noted that the term “insecure forms of work” was used, among others, in paragraph 23(c) of the 2021 Conclusions concerning inequalities and the world of work and considered that it would be preferable not to move away from the most recently agreed ILO terminology.
84. The Employer Vice-Chairperson recalled that, although the term “insecure forms of work” had been used in the 2021 Conclusions and other ILO texts, it had not been retained by recent ILO sectoral meetings. The specificities of worker protection, for example with regard to hours of work and dismissal, varied greatly between countries and the use of general terminology in that regard should therefore be avoided. The term “insecure forms of work” had not yet been defined, was ambiguous and tended to portray a negative perception of the types of work described. There could be different types of formal employment, especially in tourism. Moreover, “insecure forms of work” had been used in a different context by the International Labour Conference in 2021.
85. The Worker Vice-Chairperson noted that other terms had been used in the past, such as precarious work and non-standard forms of employment, but that the latest agreed term was “insecure forms of work”.
86. It was agreed, in light of the failure to reach agreement on the proposed amendment, to leave further discussion on proposed paragraph 18 until the other issues relating to the draft conclusions had been resolved.

### New subparagraph following proposed subparagraph 17(a) and proposed subparagraph 17(d)

87. An Employer adviser recalled that the inclusion of the proposed new subparagraph 17(b) was linked to the new formulation proposed for proposed subparagraph 17(d), in which the words “entrepreneurship and” would be deleted. On that basis, he proposed the adoption of both proposed subparagraphs.
88. It was so agreed.

### Proposed subparagraph 17(e)

89. The Worker Vice-Chairperson emphasized the importance of the proposed subparagraph. Although, she would prefer the term “living wage”, the term “fair wages” could be acceptable. It

was also important to retain the reference to “effective protection for a safe and healthy working environment”

90. The Employer Vice-Chairperson agreed on the importance of the proposed subparagraph. He proposed to use the term “adequate remuneration” rather than a “living wage” or “fair wages”. He also considered that the subparagraph would be better focused with the deletion of the words “regardless of the nature of the employment status, or working relations”.
91. The Government Vice-Chairperson agreed to the use of the term “fair wages”, but also considered that the subparagraph would be more focused with the deletion of all words following “harassment”.
92. The Worker Vice-Chairperson indicated that she could agree to the deletion of the words following “harassment”, but that the original text should be retained for the rest of the subparagraph, including the reference to “fair wages” and “effective protection for a safe and healthy working environment”.
93. The Employer Vice-Chairperson, following further discussion and consultations, said that he could agree to the term “fair wages” on condition that the term “provide for” was retained, rather than “ensure”.
94. An Employer adviser indicated that the proposed reference to “effective protection for a safe and healthy working environment” raised sensitive issues, particularly in view of the discussion that would be held at the next session of the International Labour Conference on the recognition of OSH as a fundamental labour right. The conclusions of that discussion should not be pre-empted at the present meeting.
95. The Secretary-General, in light of the discussion that would be held on OSH at the next session of the Conference, wondered whether the meeting might accept the wording “provide for fair wages, decent working conditions, safety and health and protect all workers against violence and harassment”.
96. The Worker Vice-Chairperson indicated that the proposed wording would be acceptable with the inclusion of the word “occupational” before “safety and health”.
97. It was so agreed.

### Proposed subparagraph 17(h)

98. The Employer Vice-Chairperson said that the subparagraph covered a very sensitive subject and, with difficulty, the Employers had prepared a text to replace the proposed subparagraph, which would read as follows: “bearing in mind the particular situation of the tourism sector, ensure that work-life balance is promoted with working-time limits and ensure respect for ratified international labour standards, national legislation and agreements on working time, including collective agreements, where appropriate”.
99. The Government Vice-Chairperson expressed agreement with the proposed text.
100. The Worker Vice-Chairperson suggested some further modifications to the proposed text. The words “and respected” should be added after “promoted”, and the words “agreements on working time, including” should be deleted.
101. The Employer Vice-Chairperson said that, in a spirit of compromise, he could agree to the inclusion of the words “and respected”. However, the reference to “agreements on working time” should be retained. In response to a request for clarification by the Worker Vice-Chairperson, he said that

agreements on working time were agreements envisaged in national legislation that were not necessarily concluded through collective bargaining, but through other forms of negotiation.

102. A Worker adviser recalled that there were three principal levels of regulation of labour matters, namely international labour standards, national laws and regulations and collective agreements. International labour standards did not promote individual negotiation, which did not have the same scope as collective bargaining, although individual negotiations could occur to further refine matters set out in collective agreements. A triple structure should therefore be retained in the text, consisting of international labour standards, national legislation and collective agreements.
103. The Employer Vice-Chairperson emphasized that both collective agreements and other forms of negotiated agreements needed to be taken into account, especially in a sector with such great diversity as tourism. Where collective bargaining existed, it clearly prevailed, but other levels of negotiation also existed both within and outside the framework of collective bargaining. The intention in the proposed text was to cover all the existing forms of the regulation of hours of work.
104. The Secretary-General, in response to a request for clarification, said that no one was contesting the concepts of collective bargaining and social dialogue. In the broader context of the proposed conclusions, it could be seen that calls were being made for effective social dialogue based on freedom of association and collective bargaining, as well as for an enabling environment for sustainable enterprises, environmental sustainability, equality and non-discrimination, all of which were underpinned by international labour standards, national legislation and collective bargaining. As that was already the context for the draft conclusions as a whole, it might not be necessary to further specify those concepts in the present proposed subparagraph, which could therefore simply read: “ensure that work–life balance is promoted and respected with limits on working time, bearing in mind the particular situation in the tourism sector”.
105. It was so agreed.

### Proposed new subparagraphs 20(c) and (d)

106. An Employer adviser, following consultation, proposed a new wording for proposed new subparagraph 20(c), which would read as follows: “prepare a draft blueprint on productive challenges and the promotion of an enabling environment for sustainable enterprises in the tourism sector in order to generate full, productive and freely chosen employment and decent work for all”.
107. The Secretary-General requested clarification on the meaning of the term “blueprint”. It might not be appropriate for the Office to produce such a document without the normal processes of consultation and coordination with constituents, although it could perhaps be envisaged as a tool for informing a tripartite forum.
108. It was so agreed. It was also agreed to incorporate proposed new subparagraph 20(d) into proposed subparagraph 20(c), which focused on the development of statistics and research and the dissemination of good practice and data.

### Proposed subparagraph 20(d)

109. An Employer adviser proposed to replace the words “as well as the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration)” by the words “other related ILO documents”. The Employer Vice-Chairperson added that the MNE Declaration was included in the appendix and it would not be appropriate to focus on one particular document

in the proposed subparagraph. An alternative wording could be “as well as other guidance included in the appendix”.

110. The Government Vice-Chairperson, noting that the MNE Declaration was referred to in the appendix, could agree with the proposal to refer to the guidance contained in the appendix.
111. The Worker Vice-Chairperson emphasized the importance of the implementation and follow-up of the MNE Declaration in the tourism sector. Although she would have liked to see the inclusion of a specific reference to the MNE Declaration in the proposed subparagraph, she would not object to the proposed wording.
112. It was so agreed.

#### Proposed subparagraph 20(f)

113. An Employer adviser proposed the addition, after the word “promote”, of the words “using all relevant means of action”, which would replace the proposed addition at the end of the subparagraph of the words “and convene a tripartite forum with these organizations to discuss the future of work in tourism”. The proposed new wording would allow the Office greater scope to adopt the appropriate means of action.
114. It was so agreed.

## ► V. Adoption of the conclusions

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115. Before adopting the conclusions, the meeting addressed paragraph 18 which had remained pending. With regard to the third section, “Recommendations for future action by the International Labour Organization and its Members”, the Employer Vice-Chairperson indicated that his group could not support the adoption of the section if the words “including workers in insecure forms of work and” remained in the text of proposed subparagraph 18. He recalled that the Employers’ group had proposed the deletion of those words.
116. A Worker adviser deeply regretted the opposition by the Employers’ group to accept wording that had been endorsed by the International Labour Conference in 2021 and requested clarification from the secretariat on the procedure to be followed.
117. The Secretary-General explained that, in accordance with the Standing Orders for Technical Meetings, article 12, “Decisions shall be taken by consensus. Representatives shall make every effort to reach an agreement that is generally accepted, so that a decision can be adopted without formal objections. In such cases, any dissenting positions or reservations shall be placed on the record without however constituting an impediment to the adoption of the decision in question.” It was therefore clear that consensus was the rule in technical meetings.
118. The representative of the Legal Adviser further explained that if there were no consensus concerning the proposed deletion of the words “including workers in insecure forms of work and”, the proposed deletion would not be adopted, and the words would remain in the text. However, there would then need to be consensus for the adoption of the paragraph as a whole and the conclusions as a whole, as amended during the discussion.
119. The meeting engaged in a discussion, during which it became clear that there was strong support for the adoption of conclusions by the meeting and that, despite the support of the Workers’ group and the Government group for the inclusion in proposed paragraph 18 of the words “including workers in insecure forms of work and”, the Employers’ group could not support the

final text if those words were retained reiterating that it did not agree to link the term "insecure forms of work" with dynamic or flexible work modalities conceived within formal employment. In light of the discussion, the Chairperson proposed that, in the interests of achieving a positive outcome to the meeting, the eight words concerned should be deleted from proposed paragraph 18.

120. A Worker adviser deeply regretted the fact that the meeting had found itself in such a difficult situation and that it had not been possible to adopt language that was consistent with the conclusions adopted by the International Labour Conference in 2021. It was of vital importance that, when the Office undertook work on the tourism sector, it took fully into account the large number of workers in the sector who were in insecure forms of work, including those in precarious and informal jobs, those who worked more than eight hours a day, those whose conditions of work were hazardous and who did not know from one day to the next whether they would be working. The reality could not be hidden. The words "workers in insecure forms of work" referred to real people with very real needs. It was therefore most unfortunate that it had not been possible to find consensus on that point. However, in the interests of achieving a positive outcome to the meeting, she could agree to the Chairperson's proposal.
121. A Government spokesperson, despite being in favour of the retention of the reference to workers in insecure forms of work, could also accept the Chairperson's proposal as a way forward. Speaking on behalf of the Government of Portugal, he indicated that he would also have preferred the retention of the reference to the MNE Declaration in proposed subparagraph 20(d).
122. In light of the above, the meeting agreed to delete the words "including workers in insecure forms of work and" in proposed paragraph 18 and adopted the conclusions of the Technical Meeting on COVID-19 and Sustainable Recovery in the Tourism Sector, as amended.

## ► VI. Closure of the meeting

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123. The Employer Vice-Chairperson said that the meeting had achieved important results, even if there had been some disagreements during the course of the work. The recommendations made in the conclusions were important for the recovery of the sector.
124. The Worker Vice-Chairperson emphasized that it was particularly important for the ILO to continue its work in such complex circumstances. She welcomed the conclusions and hoped that they would provide valuable guidance for further work by all those involved in the sector, particularly on the reasons for the labour shortages in tourism.
125. The Government Vice-Chairperson hoped that the tripartite conclusions would help to inspire sustainable recovery in the tourism sector.
126. The Chairperson said that the conclusions recognized the key role that tourism played not only in driving economic growth, but also in terms of contributing to the social inclusion and economic empowerment of women, young people and workers in vulnerable situations. The meeting had also highlighted how the sector could contribute to a just transition to environmental sustainability, as well as the decent work challenges that needed to be addressed to take full advantage of its potential for job creation and economic development. The challenges in the sector included high levels of informality, deficits in social protection, challenges related to OSH and emerging issues relating to skills gaps and mismatches in a rapidly changing sector. A progressive transition to formality and the extension of social protection should contribute to reducing decent work deficits in the sector. In particular, the meeting had emphasized that social

dialogue, based on respect for freedom of association and the effective recognition of the right to collective bargaining, was an important basis for inclusive recovery in the sector. The conclusions adopted would offer important guidance for action in the sector at the national, regional and international levels. She declared the meeting closed.