

INTERNATIONAL LABOUR ORGANIZATION
Sectoral Activities Programme

Final report

Geneva, 2010



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**Upskilling out of the Downturn: Global Dialogue Forum on
Strategies for Sectoral Training and Employment Security**
(Geneva, 29–30 March 2010)

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Report of the discussion

Introduction

1. The Global Dialogue Forum on Upskilling out of the Downturn: Strategies for Sectoral Training and Employment Security was held at the International Labour Office in Geneva from 29 to 30 March 2010. The Governing Body of the ILO had approved, at its 304th Session (March 2009), the use of resources from the Special Programme Account to support one sectoral meeting in response to the financial and economic crisis. The Governing Body had also specified that such a meeting be organized through tripartite consultation, in accordance with the procedure of its Committee on Sectoral and Technical Meetings and Related Issues (STM). In line with the approval of the Officers of the Governing Body, ten Employer and ten Worker representatives were invited to attend the Forum under ILO sponsorship, while other interested Employer and Worker participants could attend at no cost to the Office. The governments of all member States would be invited to nominate participants to attend the Forum.
2. The overall purpose of the Forum was to examine strategies to address current and future skills needs across different sectors as a basis for proposing skills development and vocational education strategies to support post-crisis employment security and enhanced business productivity and competitiveness. It also was to provide inputs into the formulation of the ILO's training strategy for the G20.
3. The Forum was moderated by Ms Thobejane, Senior Executive Manager, South Africa's Department of Higher Education and Training. The Government Vice-Chairperson of the Forum was Mr Jorge Thullen, Minister-Counsellor, Permanent Mission of Ecuador, Geneva. The Vice-Chairpersons and spokespersons of the Employers' and Workers' groups were, respectively, Mr Renique and Mr Harris.
4. The Forum was attended by Government representatives from Albania, Algeria, Australia, Bangladesh, Barbados, Benin, Botswana, Cyprus, Czech Republic, Ecuador, Egypt, Germany, Greece, Hungary, Islamic Republic of Iran, Malawi, Malaysia, Mexico, Morocco, Poland, Spain, Uruguay and the Bolivarian Republic of Venezuela. Nine Employers and 13 Workers also attended. Representatives of the European Commission and the Organisation for Economic Co-operation and Development (OECD) also participated, as did those of the International Organisation of Employers (IOE) and the International Confederation of Trade Unions (ITUC). Mr Moore and Mr Zellhoefer, respectively, Employer and Worker spokespersons in the STM Committee of the ILO Governing Body also attended.
5. Mr Dragnich, Executive Director of the ILO Social Dialogue Sector, welcomed the participants, noting the wealth and breadth of their cumulative expertise and experience. He observed that the Forum was the result of a collaborative effort between the ILO's Employment Sector, in particular its Skills and Employability Programme, and the Social Dialogue Sector's Sectoral Activities Programme. The global economic crisis posed unprecedented challenges to governments, employers and workers. While the jobs crisis it had engendered affected countries and sectors differently, the vital role social dialogue could play in the recovery process at both the national and sectoral levels needed to be recognized. In line with the Global Jobs Pact and with a view to supporting national decision-making and international cooperation and policy coherence, the ILO was seeking to promote knowledge-sharing and social dialogue to confront and facilitate sustainable recovery from the crisis. The Forum was but one among a series of sectoral meetings to be held in 2010 designed to do just that. He noted, furthermore, that training, skills

development and lifelong learning had been recurrent themes in ILO tripartite sectoral meetings and their conclusions throughout the past decade.

6. Ms Ducci, Executive Director for Technical Cooperation and Director of the Office of the ILO Director-General, opened the Forum and spoke on behalf of the Director-General, Mr Juan Somavia. She observed that the ILO Governing Body's 307th Session (March 2010) had, in line with the requirements of the Global Jobs Pact, emphasized the urgent need to rethink strategies and improve skills development and training in order to support sustainable and balanced responses to the crisis. A key element of any such strategies was to promote jobs and protect people which, therefore, increased the timeliness of the Forum.
7. She recalled that, at the previous year's G20 Summit in Pittsburgh, the ILO had been mandated to craft a training and skills development strategy for their consideration, as skills were considered a critical element to help countries, businesses and working women and men emerge from the crisis. Skills put people back to work in sustainable jobs in sustainable enterprises. Effective skills development policies were, in consequence, needed to prepare workers and enterprises for new opportunities and to be able to adopt forward-looking approaches to dealing with change, in particular at the sectoral level. This, however, required a sharper policy focus in which governments, working closely with the social partners, more effectively linked education and skills development and training to the skills requirements of contemporary labour markets. She stressed that sectoral skills and training policies should be integral to national development strategies.

Introductory session

ILO policies and instruments for skills development and training

8. Ms Evans-Klock, Director of the ILO Skills and Employability Department and Deputy Secretary-General of the Forum, pointed out that skills development was a major component of the ILO Decent Work Agenda. It had also been the subject of discussion at various sessions of the International Labour Conference (ILC). The Human Resources Development Convention, 1975 (No. 142); the Global Employment Agenda, 2003; the Human Resources Development Recommendation, 2004 (No. 195); and the Conclusions on skills for improved productivity, employment growth and development, adopted at the 97th Session of the ILC (2008), stressed that skills development improved the employability of workers, the productivity of enterprises and supported inclusive economic growth. The Declaration on Social Justice for a Fair Globalization, and the Global Jobs Pact, adopted by the ILC in 2008 and 2009 respectively, similarly emphasized the importance of skills development. It was necessary to break out of the vicious downward cycle in which low-quality education and training or lack of access to training trapped the working poor in low-skilled, low-productive and low-wage jobs. The cycle had the effects of excluding workers without the requisite skills from deriving benefits from economic growth and of discouraging investment in new technologies. Conversely, more and better skills created a virtuous cycle that made it easier to innovate, to adapt new technologies, to attract investment, to compete in new markets and to diversify the economy, which boosted job growth, improved productivity and fostered social inclusion. In order to sustain the virtuous cycle, objectives of skills development policies needed to better match the demand and supply of skills, maintain worker employability and enterprise sustainability, and uphold a dynamic development process. Skills development in and by itself was insufficient for such sustainability, however, other essential factors included growth-oriented macroeconomic policies, effective industrial relations, labour standards, occupational safety and health, a conducive business environment, innovation and public

investment in education, a well functioning health-care system and an adequate infrastructure. Improved coordination was also critical to tackle gaps between the outputs of basic education, vocational training and the needs of the job market. Coordination was equally necessary on policies for lifelong learning, the priorities of skills providers and employers, and policies on skills development for industry, on investment, trade and for the environment. Ms Evans-Klock observed that, although training had lower opportunity costs during economic downturns, employers and workers also had less cash to pay for it. Public-private partnerships were therefore an opportunity to “build back better” after the economic and financial crisis in order to ensure improved productivity and employability. The current crisis had also created an opportunity to focus skills development connected to public investment in stimulus packages, especially those aimed at shifting to a low-carbon economy, and greater investment in such public services as education, health and transportation infrastructure. In closing, she stressed the need to focus on disadvantaged groups, in particular youth. Possible strategies to support young people could include keeping them in school, combining classroom and on-the-job training as well as providing them with state-subsidized apprenticeships and employment.

9. Mr Egger, Deputy Director of the Office of the ILO Director-General, outlined the economic and labour market situation in a number of major countries, the state of the G20 process, and, on this basis, suggested some inferences for education, skills development and training needs. Labour market analysis for 16 of the G20 countries showed a strong sectoral dimension to labour market shifts in the first three quarters of 2009. Employment levels had declined in manufacturing, construction, wholesale and retail trade, as well as in transport, mining and finance while increasing in health, education, utilities and public administration. However, lack of up to date labour market information from a few major economies could have skewed the results. The majority of the lost jobs were male and well paid, while those gained were mostly female and lower paid. There were also concerns that many of the lost jobs may never be recovered. He stated that while unemployment rates may have peaked in most advanced countries in the first quarter of 2010, only a slow decline in the unemployment rate was foreseen. At the same time long-term unemployment was high and on the rise, raising concerns about accelerated deskilling and the diminished chances of laid off workers’ reintegration into the labour market. Another cause for alarm was the growing proportion of young people not recorded as being in employment, in education or training. This had major implications for economic growth and social stability. He noted that the 2009 Pittsburgh Summit of the G20 had asked the ILO to convene its constituents and to work, in partnership with other organizations, to develop a training strategy for their consideration. In line with that request, the ILO had undertaken extensive consultations, of which the Forum was part, and on the basis of the outcome of those consultations would submit a preliminary report to the G20 Employment and Labour Ministers Meeting scheduled to be held in Washington, DC in April 2010. He recalled that the G20 Pittsburgh Declaration was focused on a short- and medium-term outlook, but that there was a need for an overall framework that put the world economy on a path for a stronger, sustainable and balanced growth. The Declaration called, especially, for states to work towards a durable recovery that created good jobs; structural reforms that created more inclusive labour markets; and active labour market policies and quality education and training programmes with equitable access that supported lifelong learning, skills development and focused on future labour market needs. There was a clear correlation between skills levels and wage levels in a number of countries, with data consistently showing that the higher the skills, the higher the wages, and the lower the skills, the more stagnant or falling wages. This contributed to rising wage inequalities within the workforce, and increased the costs of skills development. The world economy was also on a path of sustained technological change and education and skills development needed to keep pace. While the world was devoting larger amounts of resources for education, there were growing concerns about the quality of education in many countries. In conclusion, increased investment in skills development and training was a key strategic objective in practically all countries, although the question was not just about spending more, but

spending more wisely. The ILO had a real contribution to make in the areas of helping constituents: (1) to adapt their institutions to the rapid pace of continuous innovation; (2) cope with their changing demographic structures (declining labour forces and rising life expectancy in some countries and an increasing younger and fast-growing labour force in others, especially developing countries); (3) better link their skills development and training strategies and programmes with the needs of the labour market; and (4) ensure equitable access to skills development and training opportunities to all. The broad principles of the conclusions on skills development at the 97th Session of the ILC (2008) were highly relevant to the current exercise, but the challenge remained how to implement and apply them effectively in the national context.

- 10.** Mr Fluitman, an ILO external collaborator, provided an overview of the global skills development and training strategy under preparation for the G20. The major global challenges countries faced on the labour market's demand side were how to recover from the crisis in the short term, steering and staying the course of growth in a context of increasing globalization, coping with demographic changes, achieving inclusive growth, and ensuring sustainable development. On the supply side, the key issues in skills development and training included, among others, greater relevance, access and targeting, organizing and managing training systems effectively, and ensuring quality outcomes. The training strategy was intended to inspire and motivate governments to recognize that skills were an imperative and not an option in addressing global challenges. Countries may first consider articulating a vision of where more, better and newer skills should take them; while governments, enterprises and workers also needed to understand the reasons they required to invest in skills. The strategy comprised a set of principles supporting four pillars of key policy options in skills development. It suggested, furthermore, why even sensible policies might, in the end, not achieve the desired objectives or be able to deal with inefficiencies and inequalities. General principles applied to what governments do or should do: ensure respect for rights and for non-discrimination; equal access to skills development and training opportunities for all; equal treatment for women and men; social dialogue; good governance; as well as transparency and accountability. Many of these principles were embedded in different ILO instruments on human resources development as well as the conclusions on skills for improved productivity, employment growth and development adopted by the ILC at its 97th Session in 2008. More specific principles covered the need for employment creation for a trained workforce; the provision of good quality education for all to make people trainable and training to make them employable; provision of skills development and facilitation of competence acquisition along different pathways, including outside the school system; and the full assumption by governments, employers and individuals of their respective responsibilities and roles throughout the process. Strategic options could include the expansion, reorientation and reorganization of skills development and training systems to make them more relevant, more responsive, more effective, more equitable, more efficient, or all of the above. A range of minor and major policy measures should help skills development systems move towards their objectives. Countries needed to decide their own approach based on the context, level of development, the skills development system in place, and their specific current issues and challenges. Other considerations, catalysts and inhibitors included the need for policy coherence and integration, availability of reliable information, financing, market developments, and the actors involved in the design and implementation of skills development and training policies, strategies and programmes. Success in strategy implementation depended on the quality, the goodwill and the commitment of those involved in the entire process, as well as a sense of ownership through active stakeholder participation at all stages and levels.
- 11.** The Moderator, summarizing the key messages from the Office presentations, stressed that skills development had an important role in ensuring sustainable jobs, sustainable enterprises, and sustainable economies. Skills development approaches were able to address rapid technological changes and changes in the environment, to provide better

stepladders to young people into the world of work, and to offer better career paths and learning opportunities for workers in the workplace. The global economic recession had brought the reality that many jobs were permanently lost and that deskilling of workers laid off for prolonged periods was a major concern. The G20 had expressed interest in an overarching framework to move the world economy towards balanced growth with considerable emphasis on skills development as a key element to help economies to adapt to future changes. The main goal was improving coordination and coherence while also better focusing the use of available resources to ensure more effective skills development systems and policies, as investment in human capital was essential to increase employment opportunities, a higher level of development and future prosperity.

General statements

- 12.** The Employer spokesperson welcomed the Forum which built on earlier ILO work in this area. While important, the Human Resources Development Recommendation, 2004 (No. 195), was only one of a series of relevant instruments and decisions. The 2008 discussions in the Committee on Skills of the 97th Session of the ILC had stressed the critical role of skills development for social and economic development and decent work, and highlighted the relevance of a wide body of instruments and ILC and Governing Body conclusions and discussions on skills development as a path to decent work. With regard to youth, career information and guidance were often inadequate, hampering the matching of skills supply to demand. Employers attached a higher priority to education and training through cooperation and partnerships with education and training providers. However, investment in education did not by itself lead to growth, especially when it did not meet the needs of the labour market and several countries continued to experience significant gaps between their supply and demand for skills. By articulating their sectors' quantitative and qualitative skills demands, sectoral employers' organizations played an important policy role in reducing such gaps, including for small and medium-sized enterprises (SMEs). They were also able to dialogue with the world of education, to set strategic sectoral plans for new opportunities and productivity measures and to define emerging skills requirements. Similarly, they had an institutional role through their engagement with trade unions to formalize training in collective bargaining agreements, and were involved in the management and oversight of bipartite training funds, of regional training centres, and the establishment and operation of private–public partnership for training. They were also actively involved in sector skills councils and expert centres. The role played at the national level went hand in hand with roles at regional and local levels. Modern vocational training and skills development required intensive cooperation with companies. A completely school-based curriculum was insufficient to train people for the world of work as learning in real-life contexts was a critical element to prepare workers. Countries which had a dual approach, combining education and workplace learning, also experienced smaller gaps between skills supply and demand. Employers accepted their responsibility for workplace learning, but emphasized that a tripartite approach was needed. Public–private partnerships could be forged, however governments had a significant role in, for example, putting in place appropriate incentive schemes, ensuring suitable governance of institutions, opening up those partnerships to private business and establishing strong bridges with enterprises. Employers looked forward to sharing of experiences and to building common ground that could bring a sectoral approach into the G20 training strategy.
- 13.** The Worker spokesperson welcomed the Office's inputs as well as the Employers' remarks which set the scene for the further discussion. He also noted that skills development had been a recurrent theme in previous ILO tripartite meetings partly reflecting the world's continuing shift to a knowledge society. Workers fully agreed with the G8 and G20 statements placing employment at the centre of sustainable recovery, which implied greater need to invest in people. The Turin meeting on the G20 strategy and the most

recent session of the ILO Governing Body had similarly underlined that requirement. It was imperative to build on the existing body of knowledge the ILO has accumulated on the indispensable role of skills development and fit it into the overall strategy the ILO was preparing for the G20. The main challenge regarding skills development and training, however, was for ILO constituents to move from the general to the specific. That was where sectoral approaches came into play, since they sought specific concrete strategies; Global Union federations (GUFs) had a role to play in this regard. He concurred a point made in one of the ILO presentations that upskilling had little opportunity cost during economic downturns adding that youth should in any case be in training and off the streets. Upskilling also needed to extend to the lower end of the skills and wage spectrum as this would pay dividends through increased productivity and higher wages. Mobility was also a major issue since migration was critical to a just transition to green jobs. Quality education for all was also essential given the fact that it was the basis for lifelong learning; therefore it had to be a reality for all. A new surge in vocational education and training was required, but addressing difficult issues such as funding, the roles of government and the private sector, and the impact of restructuring through social dialogue was needed. The growth of precarious employment, especially in developed economies, did not support a commitment to a training strategy. The question was how to get out of the vicious cycle described by Ms Evans-Klock. There was no “one size fits all” approach, so a process to engage stakeholders in social dialogue was required to address the range of possibilities that would be the basis for the G20 strategy. Creative collective agreements and certification and recognition of prior training and experience were essential as was the need to enhance the capacity of people and industries as well as the quality of teaching and institutions. The GUF statement to the G20 underlined the need to reskill and to upgrade the global workforce; it was now imperative to move beyond generalities to concrete substance.

14. The Government representative of Ecuador, in his capacity as the Government Vice-Chairperson of the Forum, thanked the Office for its valuable inputs and for the other information which had been provided. He welcomed the opportunity to represent the Government group and to contribute to the recommendation, and introduced three government participants who had specific questions for the Office.
15. In response to a question from the Government representative of Germany who, noting that the realm of skills development was quite broad, extending from preschool all the way through university and into workplace learning, wanted to know how did the ILO define its training strategy, Mr Fluitman stated that the meaning of the concept of training differed in different countries. The key, however, was to focus on the outputs more than the input. Training and education were not synonymous and more than just formal vocational training needed to be taken into account. The key consideration was to determine what it took to make people competent and trainable through basic education and from there make them employable through vocational training and workplace learning. In response to a question from the Government representative of the Republic of the Congo on whether there were different skills development and training strategies for post-crisis recovery or normal times, what should be the role of governments and how quality standards for trainers should be set to meet training requirements, Mr Fluitman observed that governments played many roles, which varied from country to country. They included setting the scene, giving direction, resourcing, and motivating others to train and people to be trained. Stakeholders, through social dialogue, needed to be engaged to identify and deliver what was deemed most appropriate for each country. Although he could not provide a precise answer this should be taken up by social dialogue.
16. In answer to a request from the Government representative of Malawi to specify whether his reference to sustainability was related to the financing of training, which was a big challenge for developing countries and how such countries could limit the brain drain, Mr Fluitman clarified that sustainability meant being able to resource training and that governments had a financial responsibility, but did not need to pay for everything. The

brain drain issue was complex, as one country's brain drain was another's brain gain. Migration could, however, be dealt with through bilateral agreements, an approach that had been adopted by the European Union.

17. The Government representative of the Republic of the Congo, reported on her Government's preoccupation with the issue of the interaction between vocational training and migration, asking whether migrant workers would have their existing qualifications recognized in the receiving country and whether they would have access to training in the new country.
18. Also in response to the above questions, Ms Evans-Klock observed that the ILO preferred the term "skills development" which clearly focused on vocational education and training. It was, however, important to work on the seamless pathways from education (which fell under UNESCO's rather than the ILO mandate) to employment and vocational education and training. That was being done within the scope of the One UN approach. With regard to migration, the Turin seminar had made reference to the potential for "win-win-win" solutions, in which the sending and receiving countries and the individual migrant all benefited. Part of the answer lay in the ILO's Multilateral Framework on Labour Migration, non-binding principles and guidelines for a rights-based approach to labour migration, which aimed to assist governments, social partners and stakeholders in their efforts to regulate labour migration and protect migrant workers. It was important to have equity in training for migrants and consideration of issues relating to their family members.

Panel discussion 1

Sectoral skills development and training: An essential tool for a balanced and sustainable social and economic recovery

19. The Moderator, opening the first panel discussion, explained its purpose as being to exchange views and experiences in order to identify key challenges and to define strategies and document good experience for strong, sustainable and balanced growth. Participants' interventions should aim at providing concrete examples of sectoral skills development and training approaches, and to address priority issues and challenges.
20. The Employer panellist, Ms Murdoch, reported on New Zealand's sectoral training approach, explaining that in her country, business influenced the education system through providing up to date information on the world of work to individuals, schools, teachers, parents and government. Business was also in direct contact with vocational training providers, and also worked through industry training organizations and tripartite national forums (in which Government, Workers and Employers were represented). The industry training organizations were set up by and for employers in the 1990s, but they had now become tripartite, with funding from employers and government in partnership. They currently had around 190,000 people in vocational education and training, covered several core functions, including setting national standards for 39 industries based on competencies and outcomes; providing advice to trainees and employers; arranging training (but not providing it themselves); monitoring quality, certification and moderation of training; and leading efforts on skills and training needs. This was a cost-effective approach that ensured recognition of skills throughout the country, addressed skills shortages, and was endorsed by its co-funders, government and business. There was room for improvement in the understanding of skills in leveraging the linkages between vocational training and tertiary education and certification of vendor-provided skills. Skills were best learnt in the workplace, and it was important to understand the challenges faced

by workers in putting them into practice. The industry training organizations identified and addressed the full range of current skills, but also anticipated new, evolving and future skills needs. In closing, she highlighted the facts that skills had to be recognized, relevant, used and sustained.

- 21.** The Worker panellist, Mr Vani, provided details of an innovative skills development project in the Brazil metalworking industry. Moving away from an approach suggesting that government and employers were solely responsible for providing training, the “Integration Programme” launched in 1996 also involved workers and society in general in a participatory approach to skills development. Projects and ideas were put forward on the future of work and training, by workers from the informal and formal economies, by private industry and the public sector. These were designed to take account of a context of business closures related to changing markets, the need for upskilling, the potential of new technologies and business opportunities in order to provide a driving force for economic development in specific regions of the country, while also addressing changes in the world of work in the newly deregulated labour market. The programme was supported by government funding and involved the active participation of the ministries of labour and education (among others), federal and state universities, technical schools and some enterprises. It aimed to provide vocational training for factory workers, the unemployed and youth, recognizing that about 60 per cent of metalworkers had not completed their basic education. In addition, it recognized that trainees could chose to move into setting up cooperatives in market niches which could be identified rather than paid employment. About 60 per cent of the 350,000 workers who had undertaken training had found work after completing basic, technical and leadership training. Another successful project for youth taught them about factory work through spending mornings at school and afternoons at a factory, opening up employment opportunities for many. Other programmes included those aimed at ensuring digital inclusion, providing cooperatives management skills and encouraging greater economic solidarity. Research was also undertaken with tripartite involvement on the challenges and requirements of the labour market, in recognition that, during the crisis, it was necessary to think differently to face challenges together and to ensure that all stakeholders benefited from training.
- 22.** The Moderator provided insight into the South African approach, summarizing her country’s experience with sectoral training approaches. Following the end of apartheid in 1994, the new African National Congress (ANC) Government carried out a major review of training policies and their link with basic and tertiary education, with the aim of opening up and expanding access to all. A new skills development framework was formulated, partly to fill gaps in basic education, and also to open up new pathways to jobs. The Skills Development Act 1999 formalized the framework, the system that linked to it, and its funding through a 1 per cent payroll levy for skills development and training. That levy amounts to about €2.2 billion over five years. Employers could recoup up to 50 per cent of their levy payments if they themselves trained their workers. Under the National Qualifications Framework Act 2008, three quality councils – for workplace learning, for technical colleges and universities and for trades and occupations – have been established and been launched. They ensure certification, accreditation and evaluation. Another innovation that has been introduced is the 2004 organizing framework for occupations, which is based on the international standard classification of occupations (ISCO) and New Zealand’s example. The framework, covering 23 sectors, links skills demand with qualifications based on clusters of occupational “families”, for example “security, law enforcement and related occupations”, with broad, generic qualifications. These play an important signalling role for the country’s Sector Education and Training Authorities (SETAs), which, funded through the levy, provide a very strong basis for skills development at the sectoral level and help to match the country’s supply and demand for skills.

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- 23.** The representative of the Organisation for Economic Co-operation and Development (OECD) reported on recent surveys undertaken by her organization, one of them jointly with the European Commission (EC) on country training responses to the global economic crisis: they included a survey across several OECD countries on challenges faced by SMEs, and another of South-East Asian countries' labour ministries. In OECD countries, training and job search assistance were the most frequent labour market policy measures as a response to the crisis but only a few measures specifically targeting temporary or non-regular, low-skill or low-paid and older workers had been put in place. There was nevertheless an increase in the number of training programmes and training places for the existing workers, especially in SMEs. There was similarly an increase in the number of apprenticeship schemes. Examples from Australia and Ireland illustrated measures established to help redundant apprentices complete their training with other employers. The survey showed that sectoral approaches were likely to be the most effective to address the challenges SMEs faced as that was both where they operated and where critical mass could to be achieved. Firms disseminated practices and influenced the way skills were being utilized, improving sectors' competitiveness and generating more and better-quality jobs. However, the survey had shown less SME participation in training (up to -50 per cent) than larger firms and significant training inequalities among countries. Certain sectors and occupations also seemed to have more access to training than others. Managers and other corporate leaders were important in recognizing the talent and skills in their firms and how this could be used to influence productivity levels. Skills could be employed to shift to higher-skilled jobs and higher wages. Training, skills and employment strategies were geographically bounded and the difference between developed and developing countries needed to be noted. The survey of South-East Asian countries showed a strong sectoral and occupational focus in their training programmes. However, the recent crisis seemed to have pushed the countries more towards training on core skills, as demonstrated by the Cambodian example where, after the closure of several garment factories, measures had been taken to provide workers with training on core skills. Concluding with the emerging "silver" and "green" economic sectors, she noted that relatively little was known regarding the types of change needed for the existing job profiles and skills for these new areas of growth. Informal methods of learning also needed to be made more accessible to workers.
- 24.** The representative of the EC underlined the need to improve worker skills to support the crisis recovery. It was important to tackle the issue at a sectoral level, with the involvement of the social partners and other key stakeholders. He cautioned, however, that a sectoral approach might serve only the needs of the targeted sector while it was necessary to recognize that training in core transversal skills was also required in order to ensure employability in other sectors, especially since certain sectors were bound to decline. There was, in addition, also the issue of convergent skills, where different sectors could collaborate to teach and develop cross-cutting skills such as entrepreneurship. The "greener approach" component also needed to be properly thought out and developed.
- 25.** An Employer participant from Australia stated that the capacity to engage was an important factor when it came to social partner involvement in formal training. Many apprenticeship programmes in her country were often not completed, and the young workers who entered these programmes frequently demonstrated poor numeracy and literacy skills. It was important for the employers and the workers to take a strategic approach to solve the issue.
- 26.** A Worker participant from India stressed the important role of social welfare programmes to support unemployed workers. The construction sector employed a number of unskilled workers doing jobs that required trained skills. A sector-specific levy had been established to help train them so that buildings were more soundly constructed and health and safety rules were respected, resulting in fewer workplace accidents. This could be used as a

model in other sectors, in which funding could be set aside for workers' skills development.

27. The Government representative of Egypt stressed the need to also focus on the training of trainers, raising the possibility of developing international standards or a list of training needs criteria to enable workers trained in one country to be qualified in another.
28. A Worker participant from Ghana, observing that productivity was linked to employment security and recruiting, but noting that there were no agreed defined criteria in the health sector to measure it, suggested that there should be indices of productivity so that employment security could be improved through performance measurement.
29. An Employer participant from Kenya, commenting on the intervention by the previous speaker, discussed the issue of productivity measurement, reporting that a study on productivity in his country found that employers were more likely to invest in plant and equipment in order to increase productivity. Each country and each industry developed their own measurements of productivity. With respect to a correlation between increased productivity and wage increases, he stated that this was not often the case in his country, and the productivity could not always be a gauge of wage increases.
30. Another Worker participant (from UNI) underlined governments' role in providing basic skills, especially in a global economy where multinational companies operated across borders. There had been cases where workers were left jobless when companies closed operations, leaving these workers unprepared to meet the requirements of alternative work. It was thus important for governments to be involved in providing training in core skills so that people were equipped with basic skills that could be used in new employment.
31. An Employer participant from the European Construction Industry Federation (FIEC) provided a positive example of social dialogue in the construction sector where the FIEC and construction trade unions concluded a joint agreement on promoting green jobs in the European construction industry. Training funds had played an important role in the implementation of the joint agreement leading to the creation of green jobs.
32. A Worker participant from the Building and Wood Workers' International (BWI) emphasized that migrant workers must be included in training for occupations in construction since the industry, at least in Asia, employed many migrant workers. Care should also be taken to avoid unfairly replacing the sector's migrant workers with nationals in the current crisis especially as rising demand for more workers was likely in line with stimulus schemes targeting infrastructure development. Occupational safety and health standards must also be applied to migrant workers.
33. The Government representative from Sudan noted some of the challenges in his country arising from the transformation from a traditional to a modern labour economy. When workers completed training programmes in rural areas they often moved to the city in search of better paying jobs, undermining the country's goal of training them to help further develop rural areas. Training was expensive and he questioned the utility of such investment if such rural-urban migration continued. He also wondered how other countries managed to finance the training of trainers and sought examples from countries with similar issues.
34. A Worker participant from Trinidad and Tobago pointed out that multinational oil companies in his country had developed advanced training programmes, but since these were offered by the private sector many workers could not afford the fees. He also wondered what could be done to provide relevant skills training to about 2,000 civil servants who had been retrenched following public sector reform.

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35. A Worker participant from Germany underlined the difficulty for workers to get adequate training when many had not received a good basic education. Basic education was therefore key to the ability to be further trained.
 36. The Moderator briefly summarized what she considered to be areas of consensus from the discussion. Sectoral approaches had shown themselves to be useful in improving the provision of training and upgrading of skills. All stakeholders had a role in the process especially as sectoral approaches promoted social dialogue, but strategies required policy coherence among various government ministries. Sectoral approaches needed to be demand-driven and respond to changing market and business conditions. More training was required to provide workers with portable skills. The access gap needed to be addressed, especially for migrants and low-skilled workers. In addition, more effective labour market information for improved career guidance was important to better align skills development and training with labour market demand.
 37. A Worker participant provided a positive example of social dialogue on training. In 2008 UNI had signed a joint agreement with its employer counterpart, the European Confederation of Private Employment Agencies (EuroCIETT) to train workers engaged in temporary work. These temporary agencies were well placed to identify training needs since their success closely depended on matching workers' skills with employers' needs. He noted the critical role GUFs played to facilitate sectoral social dialogue and collective bargaining, which was critical in ensuring access to training and skills development.
 38. Another Worker participant from BWI considered a sectoral approach to be an effective means of implementing the G20 strategy. Skills development and training were more effective when carried out at all levels, but more particularly at the workplace where it was most desirable. A sectoral approach had been found to be most helpful to the construction sector because almost 90 per cent of enterprises were SMEs. The ILO should systematically collect, document and facilitate the exchange of information on best practices on sectoral training among constituents at regional and national levels. Government must also play a positive role in using skills development strategies to encourage and support growth.
 39. A Worker participant from the International Metalworkers Federation (IMF) called on education to be better aligned with the needs of the workplace. Education and training systems were often based on old systems that were no longer relevant to the realities of today's workplace. The exclusion of migrant workers from the education system in some countries created social problems. Other national demographic groups also faced especially high degrees of exclusion; in Brazil, for instance, only 1 per cent of African Brazilians received basic education with such low or no education making their access to decent work impossible. This demonstrated the need for systems to adapt and be more inclusive. Close collaboration among governments, employers and workers was an essential element for success.
 40. The Employer spokesperson pointed to the need for an appropriate division of labour. As good socially responsible corporate citizens, enterprises often did many things, but they could never assume governments' own responsibilities. He echoed the concern expressed by the representative of the EC that sectoral training approaches needed to be balanced with training in transferrable skills, such as technical competencies, especially in flexible labour markets. Improved data collection on national and sectoral skills needs was required for better career guidance. A better link between education and the world of work was necessary.
 41. A Worker participant from Public Services International (PSI) stressed the issue of international competition in the recruitment of workers, especially in health care. It was governments' responsibility to determine and meet labour market demand for public

services. Sometimes migrants would work in host countries for a short period and return home, and that supply needed to be continually replaced. More investment was needed to train people to deliver quality public services.

42. The Worker spokesperson recognized that the Forum was finding much common ground, although there were still issues that required further deliberation. A strategy for a sectoral approach was useful and more specific, therefore moving a strategy from general to specific. Quality basic education was a prerequisite for lifelong learning and this education needed to link better with the world of work. The engagement of stakeholders was required and any strategy needed cross-ministerial policy coherence. Areas that required further debate included resourcing, migration and precarious employment.

Panel discussion 2

Priority issues and challenges

43. The Moderator proposed to take forward priority issues and challenges that had been discussed during the previous session and requested more specific and concrete contributions on a number of key issues. These included the role of social dialogue, management of and implementation of sectoral training approaches, and evaluation and performance management. Participants should also suggest a few key reasons a sectoral dimension should be part of the ILO's strategy for the G20. Why, for instance, was a sectoral approach important?
44. The Worker panellist, Mr Kraft, highlighted a mismatch between the existing trained workforce and the actual labour market skills needs, but noted that identifying future skills needs was not really plausible. The problem of preparing the workforce for the future workplace lay with basic education, as education was not meeting entry-level job requirements. Skilling a workforce required a continuous approach and the knowledge of how to solve the problem was available. In Europe, it was important for governments to put in place agreed European tools, the Lisbon Strategy, the major element of which was the European qualifications framework. It was also important to teach children core skills such as reading and writing, numeracy, how to use information communication technology and foreign languages. Education needed to start early with academic and vocational tracks being offered simultaneously, leading to university if desired. Support for individual pathways and lifelong learning was required as was active citizenship and social cohesion skills. Education should be free, paid for by taxpayers and organized by the governments. Governments should commit to establishing an effective education system and to upgrade it when and as needed, including ensuring the availability of sufficient numbers of properly trained and qualified teachers and trainers.
45. The Employer spokesperson presenting as his group's panellist, explained that the education system in his country, the Netherlands, was based along three tracks: preparatory vocational education; an intermediate vocational education; and higher education. There were voluntary partnerships and cooperation at the local level in the intermediate school-based education and apprenticeship track. The apprenticeship system was substantial with students usually trained in at least two different companies during work experience periods. Costs covered by employers almost equalled that of government funding through payments to students, coaching time, training of trainers, sharing or donating equipment, learning material and examination fees. To help offset the costs of this competence-based learning, the Government awarded a modest fiscal incentive. In the national legally based system, 17 expert centres for vocational and business education were organized along sectors. The Ministry of Education allocated resources and the management board of each centre usually consisted of one third each for vocational institutions, employers and trade

unions. Each centre had an advisory committee, comprising half social partners and half education, that advised on the qualification structure and competence profiles for the sector to the Ministry of Education. Sectoral involvement was critical to implementing vocational education and training (VET) and creating a link for continuous learning between Government and the private sector. A new agreement had been struck to expand the tasks of the national sectoral bodies to include examinations (formerly a weak spot), to improve the quality of trainers, and to identify which skills were needed. There were more than 100 sectoral funds for training and development which were mostly funded in accordance with collective agreements and were particularly relevant for SMEs, as most multinational enterprises had their own collective training agreements and did not participate. A solidarity fund enabled non-training companies to contribute to the system through a voluntary sectoral levy. The funds were increasingly being used to finance studies on trends and skills needs as well as on gathering information for career guidance. The involvement of sectoral actors ensured a better link between labour market supply and demand and up to date training better responding to real life needs. It was also an excellent method to discuss innovation and engage SMEs in sectors that did not have their own training infrastructures. The Dutch experience highlighted the fact that sectoral strategies must be based on national growth strategies.

- 46.** The Government representative of Hungary, Ms Lux, speaking as the Government panellist, identified some of the skills development and training challenges faced by her country. For example, blue-collar work was held in low esteem and fewer young people were choosing VET, preferring academic education instead. The aim was to change this mindset and focus on developing specific skills, but data to monitor and evaluate the system to support reform were scarce. The labour force participation rate was, at 61.6 per cent in 2009, one of the lowest in the European Union. Adult participation in lifelong learning was also very low. A national qualifications register based on job profiles and future skills needs had been updated, identifying the profiles for professional, methods, social and personal competencies. It was interesting to note that the role of the social partners was increasing through involvement in the decision-making process. Three main bodies existed: National Interest Reconciliation Board, National Vocational and Adult Training Council and the Adult Training Accreditation Body. Regional development and training committees also existed, tasked with the preparation of VET strategies, the tendering of development funds, identification of skills shortages and determining goals. Funding was derived from state and local government budgets, a labour market fund (its sub-funds for training, for employment and rehabilitation), trainees, and employers for their own employees. (Enterprises decide themselves how they wish to allocate their mandatory VET contribution, which amounts to 1.5 per cent of payroll.) Few SMEs were accessing these funds to train their workers, however, although VET contributions to the training fund had steadily increased over the years, from €34 million in 1998 to €158 million in 2009.
- 47.** The Moderator provided a brief overview of the South African system. There were 33 sectoral structures in the country's nine provinces and, with the support of the Sector Education and Training Authorities (SETAs), specific strategies were required to meet local labour market and sectoral needs. A national skills fund, supported through Government resources and an obligatory levy on companies, existed to expand skills development and training opportunities.
- 48.** The OECD representative noted that innovation was most frequently sector-specific; the metallurgical industry, for example, had different innovation issues from those of the financial or the mining sectors. It made sense therefore for training and skills development to be linked to sector-specific innovation activities. At the same time, however, cross-sectoral approaches to training could bring additional knowledge that stimulated skills development. Public-private partnerships for skills development and training were necessary to develop skills eco-systems for sectoral competitiveness and local economic

development. Two specific cases could be cited in this regard: the Mackay manufacturing industry network (MAIN), which provided services to the mining industry, and the nanotechnology network in Western Sydney, Australia. In the first case, partnerships between firms and training and education organizations were developed to overcome, through training, the problem of workers who lacked sufficient skills. In the second case, a partnership was forged between manufacturing SMEs, high-level education laboratories and government departments in order to improve the knowledge of the micro and small companies on nanotechnologies. Research internships were provided for the SMEs manufacturing workers, producing radical innovation. Low-skilled workers learned about sophisticated application of nanotechnologies to current products. Partnerships for skills development required public support, especially at the beginning. In some cases, self-sustainability was achieved, as illustrated by the Mackay example, in which the network was now fully funded by firms.

- 49.** The representative of the EC shared four main conclusions of the European Commission's Expert Group on New Skills for New Jobs. The first called for a massive and smart investment in skills. The second suggested that the world of education, training and work be brought together more closely. Thirdly, the Group recommended the right mix of skills combining job-related competencies learned through education and training with transversal competences, especially digital and entrepreneurial competences. Lastly, it recommended early identification of future skills needs through improved labour market information systems that included business involvement. These four conclusions would only be achieved with the firm commitment and engagement of governments, local authorities, employers, education and training providers and individuals.
- 50.** A Worker participant from the International Union of Food Workers (IUF) stressed hunger as the main challenge to educating people, as skills development was not a priority to starving people around the world. India's National Rural Employment Act, ensuring the right to employment and guaranteed "insurance" for the unemployed, provided an example of an effective mechanism to overcome this situation. Trade unions were participating effectively to increase Indian workers' access to such basic skills as reading, writing and numeracy. He concluded by drawing attention to the correlation between the gender training gap and the overall gender wage gap.
- 51.** The Government representative of Germany reaffirmed governments' lead role on skills development and training. Recognizing that upskilling during the downturn had little opportunity cost, his Government had adopted a two-fold strategy for the crisis that protected jobs in the short run and increased skills for the long term. Agreements were made with companies that reduced working time to provide workers with training courses. As a result, people were able to continue working part-time and improve their skills through training. High-skilled jobs had increased significantly in the past 20 years. The federal Government and the 16 federal "Länder" agreed with the national educational initiative a wide range of 80 measures to pool their efforts and to improve the quality of the whole federal education system. A decline in the school drop-out rate from 8 to 4 per cent was also foreseen. Germany was also carrying out research, in consultation with the social partners, to identify future labour market skills demand and to ensure training courses were appropriate.
- 52.** The Government representative of the Islamic Republic of Iran stated that it was important to remember the different needs of training and upskilling between the labour force of developed and developing countries, explaining that training programmes set in the developed countries might not fit with the requirements of developing countries. Countries should help one another on training programmes and policies, giving the example that the Islamic Republic of Iran, in collaboration with Japan, was involved in providing vocational training to workers from Afghanistan. He noted, however, that his country's university students were not sufficiently meeting labour market skills demands and as a result

entrepreneurship courses had now become mandatory. The rural workforce was offered training through mobile technical training units to improve their technical and core competencies. The same units were also providing training to prisoners to equip them with the skills to start and run a business with a government loan upon their release. Sector-specific training in food and agriculture, mining, construction, transport and oil and chemicals was also ongoing, facilitated by public-private partnerships.

- 53.** An Employer participant from FIEC, reported on a study of the EC's "New Skills for New Jobs" initiative covering 18 economic sectors. The study, which had been conducted with the social partners' direct involvement, had identified the jobs and skills for the future. This was a tool for enterprises, governments, workers and training bodies to better understand the future needs of the market and required skills.
- 54.** The Employer participant from Australia emphasized the need for more and better labour market analysis to help governments, with the social partners' involvement, to assess where training efforts should be focused. A study carried out by his country's National Centre for Vocational Education Research had identified a decrease in the completion rates for apprenticeships due to the current economic decline. A similar decrease during the previous economic downturn took 13 years to recover from. In order to avoid increased youth unemployment, the programme "Kickstart" was initiated, whereby the Government offered extra incentives to employers taking on apprentices. The programme had reached its goal of 21,000 new apprentices.
- 55.** A Worker participant from India stressed that skills training for self-employment was equally vital, noting that in his country, people could approach the Government to acquire entrepreneurial training as part of the national skills development policy.
- 56.** A Worker participant from BWI considered the Dutch model a good example for other countries to emulate as it demonstrated how cooperation between government and the social partners could achieve positive results. She urged the ILO to document such examples of good practice on sectoral skills development and training for wider dissemination to its constituents. The differing demographic structures in developed and developing countries should be taken into account when proposing sectoral training systems. The high growth rate of young people in developing countries required concrete practical assistance to help countries integrate them effectively into the labour market. Without education or training, unskilled labour migration was inevitable, increasing such migrants' risk of being exploited. Governments had a responsibility to give youth a chance at decent jobs; working together with the social partners at interregional and sectoral levels could be a means to achieve this.
- 57.** The Worker spokesperson noted that the G20 had emerged as the key players in the current global economic crisis, with others looking to them to lead efforts towards recovery. A global training strategy must be part of the economic and job recovery process, and a "bottom-up" approach should be considered when implementing a training strategy which, in addition, needed to be a joint effort between governments and the social partners together with the training institutions. Training policies in each country must be mainstreamed and the recovery effort should be pursued through policy cohesion amongst a number of ministries. Policies were required to address precarious employment since it was increasingly endemic in developing countries, while rates in such developed economies as Japan and the United States were also increasing rapidly. Much work was needed to achieve the Millennium Development Goals, in particular Goal 2 on universal primary education. Urbanization and unskilled migrating youth from developing countries posed challenges to the global community. Training provisions should also become common and standard in collective agreements. In closing, he cautioned that apprenticeship programmes not be a disguised means to employ young people as cheap labour, as worksite training should lead to decent work in a reasonable time frame.

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- 58.** The Employer spokesperson reaffirmed the necessity of equal involvement of governments and the social partners in skills development and training and addressed a number of points made by participants. He stressed that training strategies should be developed within a given sector then become cross-sectoral when seeking to develop and improve transversal skills. To prevent precarious employment, decent working conditions could be established at the national level or by collective agreements at the sectoral level. Lower salaries were only in place during the training phase and increased once training was satisfactorily completed. He agreed that countries had different starting points and goals, but every country should have its own targets for education, and a training strategy developed and implemented with the stakeholders' active involvement could help them reach their goals faster. Basic primary education was needed, as only those systems that had good quality education with equal access would be able to have sound results from vocational training and workplace learning programmes.

Adoption of the consensus-based recommendations

- 59.** The Moderator welcomed the participants back and explained the process for adopting the recommendations. She proceeded paragraph by paragraph through the document. All participants could propose amendments but only those proposals receiving consensus would be adopted. However, while non-consensual amendments would not be included in the text, the views they articulated could be reflected in the report of the Forum's discussion.
- 60.** Paragraphs 1, 2 and 3 were adopted without amendments. The Government spokesperson suggested that the last line in paragraph 4 should conclude with "for consideration by the G20 summit meeting". This was adopted.
- 61.** In paragraph 5, the Worker spokesperson proposed to extend the second sentence to read "in order to support employment creation and decent work, and a just transition to green jobs". He also proposed to include in paragraph 6 that the "principles of social dialogue and collective agreements would include training." Both proposals failed to gain consensus support. In paragraph 7, he proposed the word "enables" be stricken and replaced with "must be based on". This was accepted. Another suggestion he made to add "labour market" between "future" and "skills needs" in the first sentence of paragraph 8 was also adopted. In the last line of paragraph 8, he suggested replacing the words "in the consultation process." with "in the processes of consultation and negotiation." This was not adopted. It was agreed in paragraph 9 to change "business and workers" to "different sectors" in the last line. It was also agreed to replace "aligned with" to "part of" in the first line of paragraph 10. The last sentence was modified to read "Cross-sectoral approaches should be encouraged in order to provide core transversal competencies needed in all sectors."
- 62.** The Worker spokesperson proposed to add that the issues of decent work and health and safety be included in paragraph 10. The Employer spokesperson, although not opposed to these concepts, did not agree that they should be added to the text because, invariably, this could open the door to other participants to come up with an endlessly long list of issues to include in each point.
- 63.** The Worker spokesperson proposed to add "as well as vocational education and training" to the end of the first sentence in paragraph 11. He stressed that the concept meant that governments did not have sole responsibility, but rather overall responsibility in this area. This was not acceptable to a number of Government representatives. The Government Vice-Chairperson proposed, as sought by some of his Government colleagues, the

inclusion of “social partners” to share in the responsibility for basic education, but this was not adopted. Based on a proposal from the Worker spokesperson, it was agreed to change the second sentence to read “Quality education for all is a pre-requisite to ability to learn and lifelong learning”. However, his proposed amendment to specifically mention the Millennium Development Goals was rejected.

64. The Government representative of Uruguay opined that it was difficult to determine where there was consensus when some governments did not agree with some of the points. He believed, therefore, it would be procedurally inappropriate to include text in the recommendations if there was no complete consensus on a given point.
65. The Moderator explained that the overall text was the Office’s summary of the discussion and that when there was an amendment that had been agreed by all parties through a clear majority it would be adopted. However, if there was no clear majority agreement, then the issue raised could be reflected in the report. The Employer spokesperson proposed that, in the interest of procedure, long debate should not be allowed. If there was no quick agreement on changes to the consensus-based recommendations document, then the suggestions would be reflected in the Forum’s report of discussion. This was supported by the Workers’ and Government groups.
66. The Worker spokesperson proposed to add “rapid and regular transitions to decent work” to the second sentence of paragraph 12 but this was not agreed. A new sentence was suggested by the Employer spokesperson to the end of paragraph 13 and was adopted: it read “The Forum also recommends study and career guidance in secondary education”.
67. There was concern expressed by all parties on the list of disadvantaged groups proposed in the Office text. The Workers stated, for example, that women should not be in the list and proposed a new sentence that referred to women, youth and migrant workers. The Employers did not want references to the informal economy or precarious work and the Governments sought to include workers affected by HIV/AIDS. After much debate, the only consensus reached was the addition of the Government proposal. Participants also agreed to change the tense in text from “faced” to “face” in two instances and to delete “circular” in regard to migration in the last sentence. The Worker Vice-Chairperson stressed the need for workers to have access to training in their host country prior to returning home.
68. It was agreed to change “cannot” to “may not” in the first sentence of paragraph 15. It was also agreed that “with the same outcomes” be replaced by “but there should be basic concepts that can be provided in a global strategy”. Further agreement was reached that changed “has been adapted” to “should be considered and adapted”, “enterprises” to “employers” and added “and their organizations” to workers in the last two sentences. A suggestion by the Worker spokesperson that added “In this respect governments play a particularly important role”, as the last sentence, was not adopted.
69. Changes to paragraph 16 were the result of much discussion, but there were no issues which did not achieve consensus. The main idea was that technical cooperation and assistance was a high priority for developing countries and that they could draw on the experience of other countries and the expertise of institutions such as the ILO. There were a variety of means to support the implementation of a sectoral approach.
70. Paragraph 17 was also the subject of extensive debate. It was agreed to add a new sentence that read “Training should be on top of the G20 agenda”. The Worker Vice-Chairperson suggested adding that skills development and training should be part of legislative frameworks and in collective agreements, and that “employment security” should be added as an item for G20 employment and labour ministers to advocate for. The first was not

adopted and the second proposal was supported by some governments but lacked consensus.

- 71.** The Government representative of Uruguay was of the view that there was insufficient consensus regarding the paragraph suggesting, therefore, that the final document be characterized as a Chairperson's summary rather than consensus-based recommendations. The suggested procedure was, however, not acceptable to either the Employers' or Workers' groups as well as a number of Government representatives, who spoke on the issue. The Moderator acknowledged the divergence, indicating that, as per the agreed procedures the disagreement on the point would be noted in the report.
- 72.** The Government representative of the Philippines supported the proposal to include an amendment on employment security, recalling that employment security was, through tripartite agreement, an integral part of the Forum's title. Employment security was, in addition, an outcome of skills development and training and she therefore wondered how the proposed amendment could not be accepted by any participant.
- 73.** The Moderator presented the final document to the parties for adoption. All three parties endorsed the consensus-based recommendations, as amended.
- 74.** The Employer participant from Australia thanked the participants and the Moderator on behalf of her group. She appreciated the high level of participation in the Forum and the good examples which had been shared. In closing, she re-emphasized her group's commitment to continue to work on the subject.
- 75.** The Worker spokesperson echoed the comments of the previous speaker and explained that the Forum had provided an excellent basis from which to plot the way forward. Workers looked forward to continued work on these topics with governments and employers at the international, national and sectoral levels. Referring to those issues on consensus had not been achieved, he hoped that these could be resolved through further dialogue.
- 76.** The Government Vice-Chairperson thanked all of the participants for their contributions and the respect they had shown for individual concerns throughout the deliberations. He also thanked his fellow Government participants for their support. Despite lack of complete agreement on some points, the Forum had made a concrete contribution to the ongoing debate on the critical issue of skills development and training.
- 77.** Mr Dragnich commended the participants for their hard work in adopting the consensus-based recommendations. He acknowledged the integral role of social dialogue in this ongoing debate on skills development and training which was prevalent in tripartite sectoral meetings over the past decade. The results of the Forum were an excellent contribution to knowledge-sharing and social dialogue to confront and facilitate recovery from the global jobs crisis and to the ILO's work towards a training strategy for the G20. He thanked the colleagues from the ILO's Employment Sector for their contribution to the Forum's success and recognized the efforts of the entire secretariat. In closing, he gave special thanks to the Moderator for facilitating the proceedings and enriching the deliberations with the South African experience.
- 78.** Ms Ducci thanked all of the participants on behalf of the ILO Director-General, Mr Juan Somavia. She welcomed the consensus-based recommendations as valuable input to the Director-General's response to the G20 request to develop a training strategy for their consideration. She also noted that the results would help guide the ILO and its tripartite constituents on how to respond, at the sectoral level, in a tangible manner to the reskilling and upskilling needs of working women and men in the post-crisis global economy. These results had moved the issue of skills development and training from the general to the specific. She assured that the Office would consider these recommendations

when programming its work in the field of skills development and training, employment security and sustainable business developments.

- 79.** The Moderator thanked everyone for sharing their good practices and the wide range of views and experiences offered throughout the Forum. She especially thanked the Vice-Chairpersons and group spokespersons for their professionalism and input. The result was a prime example of the ILO facilitating social dialogue and information sharing. She was pleased with the recommendations and noted that they furthered the debate on skills development and training. A sectoral approach was successful in South Africa, but was not without challenges. Any approach benefitted from learning and applying new and different methods. This Forum had helped all to learn new and different ways of dealing with skills development and training. She recognized that reaching consensus was not easy, but appreciated the respect and camaraderie in the deliberations. In closing, she thanked the secretariat for their support and hard work.

Appendix

Final consensus-based recommendations

Introduction

1. Government, Employer and Worker representatives attended the Global Dialogue Forum on Strategies for Sectoral Training and Employment Security, held at the ILO, Geneva, on 29–30 March 2010. The Forum examined strategies to address current and future skills needs across different sectors to support post-crisis employment growth and security and business productivity and sustainability.
2. The Forum exchanged a wide range of views and experiences to identify key challenges, define strategies and document good experience for strong, sustainable and balanced growth. Interventions by participants considered concrete examples of sectoral skills development and training approaches, and addressed priority issues and challenges.
3. The Forum recalled the Human Resources Development Recommendation, 2004 (No. 195), the conclusions of the Committee on Skills at the 97th Session of the International Labour Conference, the Declaration on Social Justice for a Fair Globalization and the Global Jobs Pact, and confirmed the importance and relevance of these instruments.
4. The Forum acknowledged the forthcoming G20 Ministerial Meeting in Washington, DC, and that the ILO had been called upon to prepare a training strategy for consideration by the G20 Summit Meeting.

Points of consensus

5. The impact of the global economic crisis on employment has affected countries and sectors differently and posed unprecedented challenges to governments, employers and workers. In this context, the Forum underscores the need for a sustained surge for more and better training.
6. The Forum recommends strengthening sectoral approaches to training.
7. A sectoral approach must be based on close collaboration between the social partners at national and local levels.
8. Bipartite or tripartite sectoral councils, including training providers, are well positioned to ensure better matching between demand for skills in sectors and training provision, anticipate future labour market and skills needs, and assess the quality and relevance of training programmes. They can also improve delivery of training, including for small and medium-sized enterprises because they can be more implicitly involved in the consultation process.
9. Sectoral skills strategies developed through social dialogue recognize each stakeholder's roles, rights and responsibilities. These skills strategies are demand driven, respond to changing conditions and emerging issues such as technology, trade, demographic trends and the environment. National sectoral skills development and training strategies are effective in taking a lifelong learning approach to meeting the skills needs of different sectors.
10. To be effective, sectoral approaches to skills development should be part of long-term national growth strategies, in order to build coherence between skills development and labour market policies, as well as those for technological innovation, public services delivery, trade and investment. Cross-sectoral approaches should be encouraged in order to provide core transversal competencies needed in all sectors.
11. The Forum emphasized that basic education is a primary responsibility of government. Quality education for all is a prerequisite to ability to learn and lifelong learning.
12. Combining classroom with work experience through apprenticeships and other traineeships eases labour market entry for young people. Care must be taken to ensure smooth transitions to regular employment.

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13. Filling skills shortages and avoiding skills mismatch is dependent on sound labour market information and analysis on both demand and supply. Governments should work with sectoral social partners and other labour market stakeholders in order to identify skills gaps and shortages; improved quantitative and qualitative analysis at the sectoral level contributes to more effective skills matching. The Forum recognized the importance of employment services to provide career guidance and vocational counselling for new labour market entrants. The Forum also recommends study and career guidance in secondary education.
 14. Skills programmes need to be inclusive and accessible to disadvantaged groups, such as the unemployed, low-skilled workers, those affected by HIV/AIDS, women, youth, migrant workers, those in the informal economy, and those in precarious employment. Migrants face many challenges in having their skills recognized in receiving countries and many sending countries face a brain drain of the highly skilled. Bilateral and multilateral arrangements to support migration and agreements recognizing skills of migrants should be considered.
 15. National sectoral skills development and training systems, including their management structures, may not be transferred to other countries, but there should be basic concepts that can be provided in a global strategy. Each system must accommodate national, regional and local needs. However, sectoral approaches have been applied to various economic and social conditions and to different geographical requirements. Good practice from other countries and sectors should be considered and adapted in designing new or refining existing sectoral systems. Adequate investment in training by employers, workers and their organizations and governments is necessary, including through effective public-private partnerships.
 16. There was broad consensus among the participants that developing countries face an array of challenges that require implementation of a strong, sector-led approach to skills development. In this regard, technical cooperation and assistance is a high priority for developing countries which can draw on the experience of other countries and the expertise of institutions, such as the ILO. Means to support implementation include a variety of arrangements and institutions to involve social partners in designing, using and improving training strategies.
 17. The Forum called upon labour and employment ministries at the forthcoming G20 Ministerial Meeting to advocate for sectoral approaches in training strategies with education ministries and, among others, those responsible for finance, investment, trade, health, transport and rural development. Training should be on top of the G20 agenda. Training initiatives need to be mainstreamed in broader development programmes and strategies, but it is equally important to take a “bottom-up” approach by considering the needs of local and regional labour markets.

List of participants
Liste des participants
Lista de participantes

Chairperson

Présidente

Presidenta

Ms Elizabeth Thobejane, Senior Executive Manager, Department of Higher Education and Training, Department of Labour, Pretoria, South Africa.

Governing Body members

Membres du Conseil d'administration

Miembros del Consejo de Administración

Employer

Employeur

Empleador

Mr Andrew Moore, Special Adviser, Confederation of British Industry (CBI), Deal, United Kingdom.

Worker

Travailleur

Trabajador

Mr Jerry Zellhoefer, European Representative, AFL-CIO European Office, Paris, France.

Members representing Governments

Membres représentant les gouvernements

Miembros representantes de los gobiernos

ALBANIA ALBANIE

Ms Alida Mici, Director of EU Integration and Foreign Affairs, MPCSSHB, Tirana.

ALGERIA ALGÉRIE ARGELIA

M^{me} Hamida Djidel, sous-directrice, ministère du Travail, de l'Emploi et de la Sécurité sociale, Alger.

AUSTRALIA AUSTRALIE

Mr Greg Vines, Minister-Counsellor, Permanent Mission of Australia in Geneva.

BANGLADESH

Mr Faiyaz Murshid Kazi, First Secretary, Permanent Mission of Bangladesh in Geneva.

BARBADOS BARBADE

Ms Emalene Marcus-Burnett, Counsellor, Permanent Mission of Barbados in Geneva.

BENIN BÉNIN

M. Christophe Kint Aguiar, ministre, ministère du Travail et de la Fonction publique, Cotonou.

Advisers/Conseillers techniques/Consejeros técnicos

M^{me} Alvine A. Aboh Chaudanson, secrétaire générale, ministère du Travail et de la Fonction publique, Cotonou.

M. Jean Y. Tossavi, secrétaire exécutif du Fonds de développement de la formation continue et de l'apprentissage (SE/FODEFCA), ministère du Travail et de la Fonction publique, Cotonou.

BOTSWANA

Ms Mabedi Motchabani, Counsellor, Permanent Mission of Botswana in Geneva.

REPUBLIC OF CONGO RÉPUBLIQUE DU CONGO REPÚBLICA DEL CONGO

M. André Okombi Salissa, ministre, ministère de l'Enseignement technique, professionnel, de la Formation qualifiante et de l'Emploi, Brazzaville.

Advisers/Conseillers techniques/Consejeros técnicos

S.E. M. Luc-Joseph Okio, ambassadeur, représentant permanent, mission permanente de la République du Congo à Genève.

M. Nicolas Kossaloba, conseiller à l'emploi, ministère de l'Enseignement technique, professionnel, de la Formation qualifiante et de l'Emploi, Brazzaville.

M. André Nyanga Elenga, directeur général de l'Office national de l'emploi et de la main-d'œuvre (ONEMO), Brazzaville.

M. Rigobert Okouya, conseiller, ministère de l'Enseignement technique, professionnel, de la Formation qualifiante et de l'Emploi, Brazzaville.

M^{me} Fernande Mvila, conseillère, mission permanente de la République du Congo à Genève.

M^{me} Véronique Okoumou, conseillère au travail du Président de la République, Présidence de la République du Congo, Brazzaville.

CYPRUS CHYPRE CHIPRE

Ms Natalia Andreou, Administrative Officer, Ministry of Labour and Social Insurance, Nicosia.

CZECH REPUBLIC RÉPUBLIQUE TCHÈQUE REPÚBLICA CHECA

Ms Eva Sikorova, Ministry of Labour and Social Affairs, Prague.

EQUATEUR ECUADOR

Adviser/Conseiller technique/Consejero técnico

Sr. Jorge Thullen, Asesor del Ministro, Misión Permanente del Ecuador en Ginebra.

EGYPT EGYPTE EGIPTO

Mr Raafat Elmeslawy, Labour Counsellor, Permanent Mission of Egypt in Geneva.

GERMANY ALLEMAGNE ALEMANIA

Mr Andreas Henkes, Head of Division, Ministry of Labour and Social Affairs, Berlin.

GREECE GRÈCE GRECIA

Ms Sofia Baxevani, Government Official, Employment Directorate, Manpower Employment Organization, Alimos.

Adviser/Conseillère technique/Consejera técnica

Ms Anastasia Charari, Labour Market Policies Researcher, Employment Observatory Research – Informatics SA, Athens.

HUNGARY HONGRIE HUNGRÍA

Ms Zsófia Lux, Chief Counsellor, Ministry of Social Affairs and Labour, Budapest.

**ISLAMIC REPUBLIC OF IRAN RÉPUBLIQUE ISLAMIQUE D'IRAN
REPÚBLICA ISLÁMICA DEL IRÁN**

Mr Amir Shamir, Labour Attaché, Permanent Mission of the Islamic Republic of Iran in Geneva.

MALAWI

Mr Benson Milton Chirwa, Chief Labour Officer (Employment), Ministry of Labour, Lilongwe.

Adviser/Conseiller technique/Consejero técnico

Mr Wesley Muwalo, Chief Trade Testing Officer, Ministry of Labour, Lilongwe.

MALAYSIA MALAISIE MALASIA

Mr Aminuddin Ab Rahman, Labour Attaché, Permanent Mission of Malaysia in Geneva.

MEXICO MEXIQUE MÉXICO

Sra. Cecilia Amero Coutigno, Ministro, Misión Permanente de México en Ginebra.

MOROCCO MAROC MARRUECOS

M^{me} Naja Guenooni, ministère de l'Emploi et de la Formation professionnelle, Rabat.

POLAND POLOGNE POLONIA

Ms Magdalena Nojszewska-Dochev, First Secretary, Permanent Mission of Poland in Geneva.

Adviser/Conseiller technique/ Consejero técnico

Mr Bartosz Betka, Permanent Mission of Poland in Geneva.

SPAIN ESPAGNE ESPAÑA

Adviser/Conseillère technique/ Consejera técnica

Sra. Adelaida Bosch Vivancos, Consejera técnica, Subdirección de Relaciones Sociales Internacionales, Ministerio de Trabajo e Inmigración, Madrid.

URUGUAY

Sr. Gabriel Winter, Counsellor, Misión Permanente del Uruguay en Ginebra.

**BOLIVARIAN REPUBLIC OF VENEZUELA RÉPUBLIQUE BOLIVARIENNE DU VENEZUELA
REPÚBLICA BOLIVARIANA DE VENEZUELA**

Sr. Carlos Enrique Flores Torres, Consejero laboral, Misión Permanente de la República Bolivariana de Venezuela en Ginebra.

Members representing the Employers

Membres représentant les employeurs

Miembros representantes de los empleadores

Mr Enosh Bolo, Director Strategy and Service Delivery, Federation of Kenya Employers (FKE), Nairobi, Kenya.

Mr Domenico Campogrande, Director Social Affairs, European Construction Industry Federation (FIEC), Brussels, Belgium.

Ms Mary Hicks, Director of Employment, Education and Training, Australian Chamber of Commerce and Industry (ACCI), Kingston, Australia.

Dr Arthur Keiser, Treasurer/Board Member, Keiser University, Career College Association, Fort Lauderdale, United States.

Sr. Alfredo Kupfer-Domínguez, Consejero Laboral, Confederación de Cámaras Industriales, México, México.

Ms Carrie Murdoch, Manager, Education, Skills, Trade, Business New Zealand, Wellington, New Zealand.

Mr Chiel Renique, Senior Adviser on Education and Training, Confederation of Netherlands Industry and Employers (VNO-NCW), The Hague, Netherlands.

Mr Olaf Stieper, Head of Department Vocational Training, METRO AG, Düsseldorf, Germany.

Mr Matthias Thorns, Confederation of German Employers (BDA), European and International Affairs, Berlin, Germany.

Members representing the Workers

Membres représentant les travailleurs

Miembros representantes de los trabajadores

Mr Carlton Gibson, First Vice-President, Oilfields Workers' Trade Union (OWTU), San Fernando, Trinidad and Tobago.

Mr Jasper Goss, Information/Research Officer, International Union of Foodworkers (IUF) Asia/Pacific, Sydney, Australia.

Ms Cristina Iftimescu, Vice-President, Romanian Trade Union Federation (SANITAS), Bucharest, Romania.

Mr Knut Kraft, International Expert, BLBS Germany, Düsseldorf, Germany.

Mr Ganta M. Krishnamurthy, General Secretary, Madras Port Trust Employees' Union, Chennai, India.

Mr Abu Dinbon Kuntulo, General Secretary, Health Services Workers' Union of TUC (HSWU), Accra, Ghana.

Ms Jin Sook Lee, Policy and Campaign Officer, Building and Wood Workers International (APRO), Subang Jaya, Selangor Darul Ehsan, Malaysia.

Sr. Marino Vani, Asistente del representante regional, Oficina Regional de la FITIM para América Latina y el Caribe, Montevideo, Uruguay.

Additional members representing the Workers
Membres additionnels représentant les travailleurs

Miembros adicionales representantes de los trabajadores

Mr Robert Harris, Chair, Trade Union Advisory Committee (TUAC), Education International, Nyon.

Mr Helmut Lense, Director Automotive Department, International Metalworkers' Federation (IMF), Geneva.

Ms Anita Normark, Building and Wood Workers International (BWI), Carouge/Geneva.

Mr Jakob Thiemann, Policy Officer, UNI Commerce Global Union, Nyon.

Mr Peter Waldorff, General Secretary, Public Services International (PSI), Ferney-Voltaire, France.

Representatives of the United Nations, specialized agencies
and other official international organizations

Représentants des Nations Unies, des institutions spécialisées
et d'autres organisations internationales officielles

Representantes de las Naciones Unidas, de los organismos especializados
y de otras organizaciones internacionales oficiales

European Commission

Commission européenne

Comisión Europea

Mr Robert Strauss, Head of Unit, Directorate-General for Employment, Social Affairs and Equal Opportunities, Brussels, Belgium.

Organisation for Economic Co-operation and Development (OECD)

Organisation de coopération et de développement économique (OCDE)

Organización de Cooperación y Desarrollo Económicos (OCDE)

Dr Cristina Martínez-Fernández, Policy Analyst (Local Governance and Employment), Leed Programme, Paris, France.

Representatives of non-governmental international organizations

Représentants d'organisations internationales non gouvernementales

Representantes de organizaciones internacionales no gubernamentales

International Organisation of Employers (IOE)

Organisation internationale des employeurs (OIE)

Organización Internacional de Empleadores (OIE)

M. Jean Dejardin, conseiller, Cointrin, Genève.

Mr Eric Oechslin, Senior Adviser, Cointrin, Geneva.

International Trade Union Confederation (ITUC)

Confédération syndicale internationale (CSI)

Confederación Sindical Internacional (CSI)

Ms Esther Busser, Assistant Director, Geneva Office, Geneva.

Speakers
Intervenants
Portavoces

Office of the Director-General
Bureau du Directeur général
Gabinete del Director General

Ms Maria Angelica Ducci.

M. Philippe Egger.

Mr Age Godefridus Fluitman.

Cinterfor

Ms Martha Pacheco, Director, Inter-American Vocational Training Research and Documentation Centre, CINTERFOR, Montevideo, Uruguay.

International Training Centre
Centre international de formation
Centro Internacional de Formación

Mr Mostefa Boudiaf, Employment and Skills Development Team, International Training Centre of the ILO, Turin, Italy.

Mr Manfred Ziewers, Senior Programme Officer, Employment and Skills Development Team, International Training Centre of the ILO, Turin, Italy.