

ILC113 CARE HIGHLIGHTS REPORT

The Care Agenda in the 113th Session of the International Labour Conference

2-13 JUNE 2025

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Executive Summary

The [113th Session of the International Labour Conference \(ILC\)](#), convened by the International Labour Organization (ILO), marked a pivotal moment in advancing the care agenda within the world of work. Building on the [112th session of the ILC's landmark Resolution on Decent Work and the Care Economy](#) (ILC.112/Resolution V), this year's Conference affirmed care as a central pillar of economic and social justice, gender equality, and sustainable development.

Care in Pre-Conference Reports and ILO Frameworks

Preparatory documentation signaled growing institutional recognition of care within the ILO's normative and programmatic priorities. Of the 14 official reports, 10 explicitly referenced care work, examining its role in the global labor landscape, its intersections with informality, the platform economy, biological hazards, gender inequality, and labor standards.

Care in Official Meetings and Deliberations

Across committee meetings, plenary sessions, and high-level interventions, care emerged as a cross-cutting theme in multiple agenda items:



Labor Standards: Delegates discussed the application of labor standards for care and domestic workers, as well as the implementation of conventions relating to care responsibilities.



Protection from Biological Hazards: Stakeholders urged that the forthcoming Convention on Biological Hazards explicitly protect care workers, who face high exposure risks. Although this was not reflected in the adopted version, the advocacy signalled ongoing gaps and opportunities.



Platform Economy: Stakeholders highlighted the precariousness of platform-based care work. Women workers in this sector face both care and work responsibilities, as well as limited legal and social protections.



Informality and Transition to Formality: A central theme of the Conference, the discussions linked women's care responsibilities with informality and proposed gender-responsive formalization strategies. Negotiations focused on recognized care and domestic workers as particularly vulnerable and stressed the need for care-centered public financing.

Official Outcomes

Two major resolutions adopted during the 113th session of the ILC explicitly addressed care:

1. [*The Resolution concerning the Second World Summit for Social Development, 2025*](#) (ILC.113/Resolution III) mandates the ILO to lead efforts to develop care economy frameworks that promote decent work and infrastructure for care workers.
2. [*The Resolution concerning the General Discussion on Addressing Informality and Promoting the Transition to Formality for Decent Work*](#) (ILC.113/Resolution IV) recognizes care and domestic workers as vulnerable to informality, identifies unpaid care as a key driver of informality, and calls for gender-sensitive, well-funded strategies that include care services.

Tripartite and Civil Society Voices

A diverse range of actors—including government ministers, trade unions, civil society leaders, and care workers themselves—amplified care as a human right, public good, and shared responsibility. **Global Alliance for Care** members were at the forefront of advocating for investing in care to achieve decent work and sustainable economies.

Conclusion and Next Steps

The 113th session of the ILC reinforced a growing consensus: care is foundational to decent work, sustainable development, and resilient economies. Yet, gaps remain in mainstreaming care within perceived “technical” policy areas, such as occupational safety and health. The momentum generated during this Conference must be channeled into sustained, coordinated action across global, regional, and national levels.

I. Introduction

The [113th Session of the International Labour Conference \(ILC\)](#), convened under the auspices of the International Labour Organization (ILO), brought together tripartite delegations from all 187 Member States, comprising representatives of governments, employers, and workers. It was held from June 2 to 13, 2025, in Geneva, Switzerland. This followed the [112th Session](#) (June 3 to 14, 2024), which included a specific agenda item on Decent Work and the Care Economy, resulting in the adoption of a historic resolution on the matter. The [resolution](#) represented a critical milestone in guaranteeing the rights of paid and unpaid care workers and defining the corresponding roles and responsibilities of governments, employers, and workers¹.

In its 2025–2030 Strategic Priorities, the [Global Alliance for Care](#) (GAC) outlined several multilateral advocacy actions and identified key multilateral spaces to promote discussions on care. These efforts include dialogue with policymakers and other stakeholders, catalyzing action on care, and positioning the cross-cutting nature and centrality of care in the development agenda. The sessions of the ILC were identified as a critical platform, building on the ILO's longstanding commitment to decent work and its growing role in advancing the care agenda as an integral component of social and economic development².

This year's ILC marked significant progress in areas such as **labor standards, occupational safety, decent work in the platform economy, and the transition from informal to formal work**. During these discussions, several stakeholders emphasized the importance of addressing labor conditions in the care sector and the needs of workers with care responsibilities. These concerns were raised in plenary sessions, committee deliberations, and adopted outcomes.

The **strategic relevance of the care agenda resonated throughout the Conference**—from preparatory reports and national policy updates to the voices of civil society representatives, who shed light on the lived realities of unpaid and underpaid care workers. Their interventions called for systemic solutions that recognize caregiving as a shared social responsibility requiring structural support and investment.

The GAC's Strategic Priorities 2025–2030 emphasize the importance of **monitoring and disseminating international recommendations and resolutions on care**. In response to this demand from GAC members—and based on their inputs, as well as a review of the 113th session of the ILC's footage, proceedings, and documentation—this report aims to highlight key conversations, debates, outcomes, and events related to care that emerged during the session. While not exhaustive, it identifies the main themes on care that surfaced at the 113th session of the ILC. The goal is to inform GAC members and a broader audience about achievements and conclusions that can support further care-related advocacy and strategies.

1 Other recent sessions of the Conference—including its 111th, 110th and 109th sessions— also addressed care work. See for example: the [Resolution Concerning the Second Recurrent Discussion on Labour Protection](#) (ILC.111/Resolution IV); the [Resolution Concerning Decent work and the Social and Solidarity Economy](#) (ILC.110/Resolution IV); the [Resolution Concerning Inequalities and the World of Work](#) (ILC.109/Resolution XVI), and the [Global Call to Action for a Human-Centred Recovery from the COVID-19 Crisis that is Inclusive, Sustainable and Resilient](#).

2 For an overview of the relationship between care and the topics discussed at the 113th ILC, see the GAC's [113th Session of the International Labour Conference: Care Advocacy Toolkit](#).

II. The Care Agenda in Pre-Conference Documentation³

The pre-conference documentation for the 113th session of the ILC revealed the growing institutionalization of the care agenda across the ILO's normative and programmatic priorities, as well as in debates on labor and decent work. Of the [14 reports](#) issued in the lead-up to the Conference, ten explicitly addressed care work and its intersections with core labor challenges, such as informality, occupational safety, and gendered labor market disparities.

● Care in the ILO's Operations

A standing item on the ILC's agenda is the submission and review of a report detailing the ILO's activities over the past year. The 2024-2025 [Report of the Chairperson of the Governing Body](#) (ILC.113/Report I(A)) reviewed the ILO's progress in implementing the [Resolution Concerning Decent Work and the Care Economy](#) (ILC.112/Resolution V) adopted at the [112th Session of the ILC](#). The report outlined steps being taken to operationalize a multi-year plan of action for 2024-2030, including the planning of a tripartite expert meeting in 2026 to address gaps in labor standards on paternity, parental protection, and care leaves.

● Paid and Unpaid Care Work in the Global Labor Landscape

Another standing item for the ILC is the consideration of a report by the ILO Director-General on the global state of work and employment, as well as emerging opportunities and challenges. The [Jobs, Rights and Growth Report](#) (ILC.113/Report I(B)) highlighted the impact of women's unpaid care responsibilities on their labor force participation, identifying it as a significant factor contributing to high NEET (Not in Employment, Education, or Training) rates among young women. The report also noted the growing demand for care services driven by population aging, emphasizing their potential to generate decent work opportunities in the care sector and improve the well-being of older persons.

The [Appendix to the Director-General's Report on the Situation of Workers in the Occupied Arab Territories](#) also acknowledged that care responsibilities contributed to youth unemployment in Gaza and the West Bank. The document examined how mobility restrictions disproportionately affected women workers due to their care responsibilities. It also drew attention to the critical conditions of paid care workers in these contexts of war and humanitarian crisis, and advocated for the integration of a gender perspective in recovery and reconstruction efforts by addressing the lack of care services.

● Care in the Review of National Applications of Labor Standards

The ILC also includes a segment dedicated to the annual review of how ILO conventions and recommendations are applied at the national level. The Committee of Experts' [Application of International Labour Standards Report](#) (ILC.113/Report III(A)) examined the conditions of care workers and the impact of unpaid care responsibilities on workers in several countries. The report referred to care work while analyzing the implementation of the following conventions:

³ Asterisks (*) denote members of the Global Alliance for Care in this and all coming sections.

- Forced Labour Convention, 1930 (No. 29)
- Freedom of Association and Protection of the Right to Organise Convention, 1948
- Right to Organise and Collective Bargaining Convention, 1949
- Equal Remuneration Convention, 1951 (No. 100)
- Discrimination (Employment and Occupation) Convention, 1958 (No. 111)
- Employment Policy Convention, 1964 (No. 122)
- Minimum Age Convention, 1973 (No. 138)
- Workers with Family Responsibilities Convention, 1981 (No. 156)
- Worst Forms of Child Labour Convention, 1999 (No. 182)
- Domestic Workers Convention, 2011 (No. 189)

The report included a request for **Oman** to provide legal protections for migrant domestic workers, with an emphasis on preventing forced labor, and urged the **Philippines*** to strengthen similar efforts. It noted progress in the **Lao People’s Democratic Republic, Madagascar, Qatar,** and the **United Arab Emirates** in reforming the kafala system and/or regulating domestic work. The Committee called for continued cooperation and information on these matters, along with renewed efforts to address non-payment of wages, forced labor, employer reprisals, and abuses by recruitment agencies. It also urged **Saudi Arabia** to implement measures to combat the trafficking of domestic workers.

The Committee expressed concern over the lack of explicit recognition of domestic workers’ rights—including the right to organize—in **Cambodia, Eritrea, Jordan,** and **Syria,** and called on **Egypt** and **Lebanon** to advance proposed legislation on domestic work, particularly concerning freedom of association.

It implored the Government of Ethiopia to guarantee the right to organize for civil servants, including care workers, and requested that **Ethiopia,** the **Gambia, Guinea-Bissau, Haiti, Kuwait,** and **Yemen** remove restrictions preventing domestic workers from organizing and enjoying other labor rights.

The report explored the link between women’s labor force participation, the gender pay gap, career interruptions, and unpaid care responsibilities in **Bolivia*, Germany*, Greece, Guinea-Bissau, Kazakhstan, Mauritania, Montenegro, Niger, North Macedonia, Panama*, the Republic of Korea, São Tomé and Príncipe, Saudi Arabia, Ukraine, Uruguay,** and **Viet Nam.** It noted that persistent social norms, the lack of work-life balance policies, and the absence or unaffordability of childcare facilities perpetuated these inequalities. In **Papua New Guinea,** the report emphasized the need to ensure that job evaluation processes do not reinforce gender stereotypes—for example, by assuming that women are naturally more suited to care-related professions.

The document also noted the expansion of paternity leave in the Republic of Korea and **Singapore,** but raised concerns about its low uptake among men. It also noted important progress in **Australia⁴, Greece, Gabon, India, Italy*, Kazakhstan, Morocco,** the **Netherlands,**

⁴ The report cited increased wages in Australia’s aged care sector as an example of best practice.

Niger, Peru*, the **Republic of Korea, Singapore, Saudi Arabia**, and **Uruguay** in developing policies or legislation on care and domestic work, work–life balance, leave policies, childcare services, and protections against dismissal. It also urged Namibia to adopt similar measures.

The report raised concerns about the prevalence of child labor in the domestic work sector in **Afghanistan, Bolivia***, **Burundi, Colombia***, **Dominica, Ethiopia, Paraguay***, **Rwanda, Saudi Arabia, Tanzania***, **Thailand**, and **Tunisia**. It underlined the feminization of domestic work and associated risks, including safety hazards, unregulated working hours, and exposure to violence and abuse.

The Committee of Experts also underscored the need to ensure equal access to family allowances for men and women in Jordan, and called for strengthened maternity protections and related leave policies in **Ghana** and **Guatemala***.

In a separate report presented to the Conference—[*Achieving Comprehensive Employment Injury Protection*](#) (ILC.113/Report III(B))—the Committee emphasized that workers in sectors such as care and domestic work are particularly vulnerable to violence and harassment in the workplace. It noted that in feminized occupations, psychological risk factors such as stress, excessive workloads, and poor working conditions can lead to employment injury and negatively affect health and well-being.

The report also echoed observations from the **International Trade Union Confederation*** (ITUC) regarding the disadvantage women face in accessing social protection, particularly employment injury schemes. These disparities are largely due to women’s over–representation in informal employment, lower average earnings, and more frequent or extended career interruptions linked to unpaid care responsibilities. As a result, women tend to have lower coverage rates and receive considerably lower benefit levels compared to men.

Finally, the Committee noted that domestic workers often lack access to social security and employment injury benefits due to factors such as migration status, informal employment, or explicit legal exclusions in national labor codes. In some cases, exclusion is also tied to working hours, where minimum thresholds are used to determine eligibility for benefits. To address these systemic barriers, the Committee underscored the need to ensure the full inclusion of domestic workers in social protection systems. This requires legal reforms to eliminate discriminatory provisions, as well as targeted efforts to simplify administrative procedures and facilitate their registration and access to benefits.

The report also showcased examples of countries increasing pensions or injury-related compensation for workers with family responsibilities.

- **Protecting Care Workers from Occupational Hazards**

In preparation for a standard-setting discussion and adoption of a convention on biological hazards, the ILO prepared a [*Proposed Convention and Recommendations on the Protection against Biological Hazards in the Working Environment*](#) (ILC.113/Report IV(4)). This draft did not include explicit references to care work or workers in the care sector⁵. However, Portugal,

5 However, the adopted versions of this Convention and Recommendation ultimately did not include the issue.

Zimbabwe, the Plenario Intersindical de Trabajadores – Convención Nacional de Trabajadores (PIT-CNT) of Uruguay, and the three main unions of the Netherlands⁶ requested, in their feedback, that workers in the care economy be recognized as essential workers, as workers at high risk of harm due to biological hazards, or as requiring special protections.

- **Care Work in the Platform Economy**

In preparation for the first round of standard-setting discussions at the 113th session of the ILC, the ILO produced the report [Realizing Decent Work in the Platform Economy](#) (ILC.113/Report V(1)), an analysis of existing laws and practices on decent work in the platform economy, accompanied by a questionnaire sent to Member States. The report noted the increase in platform work in the care sector and the dominance of women workers in this feminized field. It highlighted that platforms often penalize workers with lower response rates, which may be caused by family and care responsibilities. It also emphasized that domestic workers engaged in platform work face heightened safety risks, as their work often takes place in private homes.

The ILO compiled responses to the questionnaire in the supplementary report [Realizing Decent Work in the Platform Economy](#) (ILC.113/Report V(2)), which also included proposed conclusions and tripartite inputs. The document showed that employers sought to position the benefits of the platform economy by underlining its flexibility and ability to accommodate workers—particularly women—with care responsibilities. Workers, however, affirmed that despite increasing women’s participation in the platform economy, such jobs remain precarious and tend to reinforce traditional gender roles. The **International Domestic Workers’ Federation*** (IDWF), further stated that any resulting instrument should include a reference to the Domestic Workers Recommendation, 2011 (No. 201).

- **Promoting Formalization for Care Workers and Workers with Care Responsibilities**

The 113th session of the ILC’s General Discussion focused on innovative approaches to addressing informality and facilitating transitions to formality to promote decent work. In preparation, the ILO produced the background report [Innovative Approaches to Addressing Informality and Promoting the Transition to Formality for Decent Work](#) (ILC.113/Report VI). This document acknowledged the challenges of formalization in the context of population aging and growing care needs, and the negative impact of care responsibilities on women’s participation in the formal labor force. It recalled the 112th session of the ILC’s general discussion on decent work and the care economy, and its [Resolution Concerning Decent Work in the Care Economy](#) (ILC.112/Resolution V), which stressed the importance of formalizing care jobs and investing in high-quality, accessible, and sufficient care services for all workers.

The report also noted the growing unionization and collective bargaining efforts of care workers—including domestic, home care, and health sector workers—as a step towards increased formalization. It also distinguished unionization as a pathway to securing informal workers’ access to care services and described best practices in formalizing domestic workers and in providing childcare services to informal workers.

⁶ The Christian National Trade Union, the Federation of Dutch Trade Unions, and the Association of Contract Workers.

- **Care in the ILO’s tripartite input to the Second World Summit for Social Development in 2025**

The ILO Governing Body prepared a [draft Resolution Concerning the Second World Social Summit for Social Development](#) (4–6 November 2025 in Doha, Qatar) (ILC.113/D.2), which was scheduled for adoption at the Conference. The draft proposed that the ILO play a leading role in advancing “the development of care economy – including healthcare – frameworks that promote decent work for care workers and strengthen care infrastructure” at the Summit and the follow-up to its outcomes, among other issues.

III. Deliberations on Care During ILC Meetings

Throughout the two-week session, the care agenda emerged in plenary interventions and committee discussions. Several delegates shared progress and challenges in ensuring decent work in the care sector and discussed its intersection with various issues under consideration.

III.A Committee Sittings

The seven committees⁷ of the 113th session of the ILC met on several occasions during the Conference. The Committees presented reports on the matters under their consideration, including summaries of their deliberations and the inputs received during meetings. In these proceedings, several actors explored the interrelation between care and the topics at hand⁸.

Committee on the Application of Standards⁹

General Comments

While providing an overview of milestones achieved over the past year in relation to labor standards and conventions, the Representative of the Secretary-General celebrated the ratification of gender- and care-related conventions in 2025: two new ratifications of the [Workers with Family Responsibilities Convention, 1981 \(No. 156\)](#)¹⁰; one of the [Maternity Protection Convention, 2000 \(No. 183\)](#)¹¹; and one of the [Domestic Workers Convention, 2011 \(No. 189\)](#)¹². She also noted that many conventions—including the [Maternity Protection Convention, 2000 \(No. 183\)](#)—were recommended for further promotion by the ILO Governing Body.

7 The [Credentials](#), [General Affairs](#), [Finance](#), and [Application of Standards](#) Committees, as well as the Standard-Setting Committees on [Biological Hazards](#) and [Decent Work in the Platform Economy](#), and the [General Discussion Committee on Promoting Transitions Towards Formality](#).

8 Deliberations in the Credentials, Finance, General Affairs Committees and the Standard-Setting Committee on Biological Hazards did not feature any references to care.

9 See the Report of the Committee on the Application of Standards: [Part One: General Report \(2025\)](#) and [Part Two: Discussion on the General Survey, on the report of the Joint ILO–UNESCO Committee of Experts and on the situation concerning particular countries \(2025\)](#).

10 Colombia and Uzbekistan.

11 Suriname.

12 Côte d’Ivoire, at time of delivery of the representative of the Secretary-General’s statement. Angola would also ratify the Convention later in 2025.

Review of the Application of Labor Standards in Specific Countries

While examining the specific case of the application of the [Worst Forms of Child Labour Convention, 1999 \(No. 182\)](#) in **Chad**, the Government outlined measures being taken to identify labor abuses, including the employment of children as domestic workers. Worker and employer members (as a group), as well as the ITUC* and worker members from Belgium and South Africa, reiterated the gravity of this issue. Worker representatives from Chad also lamented the absence of specific regulations on the matter. The Government responded that such legislation is currently being developed. The Committee urged the Government to implement these proposals and adopt regulations to protect children from domestic work.

Regarding the application of the [Maternity Protection Convention, 1952 \(No. 103\)](#) in **Ghana**, the Government presented its current maternity leave policies, reiterated its commitment to the Convention, took note of the Committee of Experts' observations in its report on the Application of Standards, and agreed with its recommendations. Employer and worker members (as a group), along with those from Ghana, the Government of Norway, and worker members from Eswatini, Norway, the United Kingdom, and Building and Wood Workers' International (BWI), aligned themselves with the Committee of Experts' observations. Several called on Ghana to ratify the more up-to-date [Maternity Protection Convention, 2000 \(No. 183\)](#) and encouraged the government to accept ILO technical assistance. The Committee on the Application of Standards concluded by taking note and welcoming the progress reported by the Government. It also requested that Ghana continue and scale efforts to comply with the Convention, including by amending or reviewing its Labour Act and the Employment Act, particularly regarding mandatory maternal leave, automatic extension of prenatal leave, and other related issues. The Committee also recommended transitioning to a maternity social insurance scheme or public funding for cash benefits, as per the Convention's guidelines.

During the review of Iran (Islamic Republic of)'s application of the [Discrimination \(Employment and Occupation\) Convention, 1958 \(No. 111\)](#), government representatives from Iran and Malaysia highlighted Iran's national efforts to provide workplace childcare.

In its review of the [Employment Policy Convention, 1964 \(No. 122\)](#), the Government of **Panama*** reported that its care systems will incorporate workers certified by the National Institute for Professional Training and Human Development Capacity Building, and support carers' cooperatives.

In response to the examination of **Ecuador's** application of the [Right to Organise and Collective Bargaining Convention, 1949 \(No. 98\)](#), worker members (as a group), along with a worker member from Uruguay, highlighted obstacles to the organization of domestic workers' and the recognition of their unions.

During the review of **Honduras'** compliance with the [Freedom of Association and Protection of the Right to Organise Convention, 1948 \(No. 87\)](#), a worker member from Peru celebrated the Government's ratification of the Domestic Workers Convention, 2011 (No. 189).

Sri Lanka, commenting on its application of the [Minimum Age Convention, 1973 \(No. 138\)](#), noted that the Government prohibits young persons aged between 16 and 18 from engaging in hazardous jobs, including domestic work. It also shared progress in combating human

trafficking in the domestic sector. These efforts were acknowledged by an employer member from Sri Lanka and worker members from Belgium and the Republic of Korea. Despite a decline in such cases, the Government noted ongoing instances of child labor in domestic work. This was condemned by employer and worker members (as a group), the Government of Switzerland, the ITUC*, and worker members from Belgium, Japan, and the Republic of Korea.

During the review of **Zambia's** implementation of the [Forced Labour Convention, 1930 \(No. 29\)](#), worker members from Botswana and the United Kingdom expressed concern about the persistence of human trafficking and forced labor in the domestic sector.

The **Republic of Moldova***, in its written comments on its application of the [Right to Organise and Collective Bargaining Convention, 1949](#), reported that consultations are ongoing to promote the ratification of the Workers with Family Responsibilities Convention, 1981 (No. 156).

Report on Achieving Comprehensive Employment Injury Protection

During the discussion of the report titled [Achieving Comprehensive Employment Injury Protection](#), the Committee noted that further efforts are needed to guarantee protection for workers in the informal economy, including domestic workers. The Committee also emphasized that these protections should adopt a gender-sensitive approach.

A worker member of the Committee from Australia reiterated the survey's findings on heightened psychosocial risks in female-dominated occupations, including nursing and care work. A worker member from Norway further highlighted the feminization of care work. A Government member from Pakistan reported on the country's progress in extending access to childcare and other benefits for women workers.

The International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF) and worker members (as a group) celebrated the inclusion of information on the situation of domestic workers in the survey. They described the precarious labor conditions in the sector, stressing the need for these workers to be fully covered by employment protection. The International Domestic Workers' Federation* (IDWF) also emphasized the importance for all member states to ratify the [Domestic Workers Convention, 2011 \(No. 189\)](#), as an essential step towards the formalization of domestic workers.

Worker members (as a group) affirmed that investing in the care economy is an essential part of supporting injured workers and represents a benefit to society as a whole. Workers from Zimbabwe specifically cited policies in South Africa that extend employment injury benefits to domestic workers as a best practice, as did the Governments of Senegal and Türkiye in their own countries. Workers from Peru lamented the absence of specific legislation or policy on the issue in their country.

Standard-Setting Committee on Decent Work in the Platform Economy¹³

The sessions of the Standard-Setting Committee on Decent Work in the Platform Economy began with opening statements. During this segment, the Worker Vice-Chairperson called for

¹³ See the [Report of the Standard-Setting Committee on Decent Work in the Platform Economy](#)

a binding convention on the platform economy, citing the sector's massive growth and the invisibility and exploitation of platform workers, including domestic workers. The International Domestic Workers' Federation* (IDWF) echoed these statements by illustrating how conditions for domestic workers have worsened in the platform economy, facilitating discrimination and exploitation. The organization listed measures required to guarantee decent work for platform-based domestic workers. A representative of the Asia Pacific Forum on Women, Law and Development described the conditions of women platform workers in Asia and the Pacific, highlighting their dual paid work and unpaid care work responsibilities.

General Discussion Committee on Addressing Informality and Promoting Transition to Formality for Decent Work¹⁴

The sessions of the General Discussion Committee revolved around a set of [points for discussion](#) outlined by the ILO:

1. *Since the adoption of [Recommendation No. 204 \[Transition from the Informal to the Formal Economy Recommendation\]](#) in 2015, what have been the main drivers of informality and trends in the levels and forms of informality, as well as the major developments that impacted workers and economic units (including enterprises, entrepreneurs and households) in the informal economy, the pathways to formality, the risks of informalization, and their social and economic implications? What are the main barriers to, and opportunities for accelerating, the transition to formality?*

In response to this question, the **Government of Bangladesh** stated that Bangladeshi migrant workers, particularly those engaged in care and domestic work, are often employed informally in destination countries.

Make Mothers Matter* observed that women continue to shoulder a disproportionate share of unpaid care work, which must be recognized and redistributed. The organization stressed that stakeholders must enact universal social and maternity protection, as well as family-friendly policies.

The **International Domestic Workers' Federation*** (IDWF) described the informal conditions of these workers and outlined a set of urgent measures to ensure the formalization of domestic workers, including public financing and access to labor rights and protections. Alongside the Asia Pacific Forum on Women, Law and Development, the IDWF urged States to ratify the [Domestic Workers Convention, 2011 \(No. 189\)](#).

The Government of **Uruguay** cited its introduction of stronger protection and rights for domestic workers as a significant achievement in gender-oriented labor policies.

¹⁴ See the [Report of the General Discussion Committee on Addressing Informality and Promoting Transition to Formality for Decent Work](#)

- 2.** *What policies, regulations and other effective measures and innovative approaches have ILO constituents introduced, in line with international labour standards and ILO policy guidelines, to address the root causes of informality, facilitate the transition to formality, and prevent informalization? What are the lessons learned, both regarding prerequisites and innovative approaches, that ILO constituents and the Office should consider to address informality more effectively and promote the transition to formality?*

The Worker Vice-Chairperson highlighted the inspiring achievements of domestic workers in organizing and unionizing, and referenced government policies aimed at formalizing vulnerable groups, including domestic and home-based workers. The Employer Vice-Chairperson responded by noting that gender-responsive policies can provide tailored support to women-led businesses, particularly by enhancing access to childcare services and financial resources.

The Government of **Poland**, speaking on behalf of the European Union and its Member States, as well as **Montenegro**, **North Macedonia**, **Norway**, the **Republic of Moldova*** **Serbia**, and **Ukraine**, stated that formalization policies should consider different forms of informal work, including care work. The Governments of **Canada***, **Brazil***, and **Uruguay** shared ongoing work on the topic. **Canada*** mentioned its social security system, which comprises childcare services, **Brazil*** its legislation on domestic work and National Care Policy, and **Uruguay** described its measures to extend social and legal protection to domestic workers.

- 3.** *What priority actions should ILO constituents and the Office take to address informality and promote the transition to formality in line with Recommendation No. 204 and ensure, through social dialogue, effective coordination and integration of policies to prevent informality and promote transition to formality? How should such policies and interventions be adequately and sustainably financed to support inclusive and productive pathways to the formal economy and decent work? How can the ILO strengthen its role and cooperation within the multilateral system to improve policy coherence and foster complementarities for accelerating transition to formality?*

The Government of **Uruguay** responded to this question by asserting that strategies to promote formality need to be targeted at specific populations and sectors, including care workers. The Government of **Jamaica** noted progress in the establishment of domestic workers' unions.

- 4.** Negotiations on the draft Conclusions Concerning the General Discussion on Addressing Informality and Promoting Transition to Formality for Decent Work

The Worker Vice-Chairperson of the Committee introduced an amendment to point 6 of the draft conclusions, which was ultimately adopted, adding care and support workers, as well as domestic workers, to the list of vulnerable groups. This amendment was supported by **Brazil***, **Canada***, **Guatemala***, **Kenya**, **Mexico***, **Norway**, the **Philippines***, **Poland** (on behalf of the European Union Member States), and **Uruguay**.

Another amendment to Point 7 addressed the drivers of informality, adding that unpaid care responsibilities are a major cause of women's employment in the informal economy. The Vice-Chair recalled the [*Resolution Concerning Decent Work and the Care Economy*](#) (ILC.112/Resolution V) adopted at the 112th Session of the International Labour Conference. The amendment was supported by the Employer Vice-Chairperson and the government members of **Brazil***, **Canada***, **Kenya** (on behalf of the Africa group), **Mexico***, **Poland** (on behalf of the European Union Member States), **Qatar** (on behalf of the Member States of the Gulf Cooperation Council), and **Uruguay**, and was adopted.

A further amendment to Point 11 introduced a sub-clause on the importance of a gender perspective in formalization efforts, given women's overrepresentation in the informal economy, limited access to resources, and disproportionate responsibility for care work. The amendment was adopted, with support from the Employer Vice-Chairperson, and the governments of **Canada***, **Chile***, **Colombia***, **Honduras**, **Japan**, **Kenya**, **Mali**, **Mexico***, **Norway**, **Papua New Guinea**, the **Philippines***, **Poland** (on behalf of the European Union Member States), **South Africa**, **Switzerland**, **Türkiye**, the **United Kingdom**, **Uruguay** and **Zambia**.

An additional amendment to Point 14(d) proposed including an explicit reference to the care and support sector in the clause related to public financing for decent work. This was supported by the governments of **Brazil***, **Canada***, **Chile***, **Honduras**, **Mexico***, **Switzerland**, the **United Kingdom**, and **Uruguay**, as well as the Employers Vice-Chairperson¹⁵.

Finally, the Worker Vice-Chairperson expressed regret at clause 14(i), which refers to strengthening private employment agencies, stating that these often promote and benefit from precarity, particularly in the care and domestic sector. The clause, however, remained unchanged.

III.B Plenary Sessions¹⁶

General Discussion on the Report of the Director-General and of the Chairperson of the Governing Body

During the discussion of the report of the Director-General and the Chairperson of the Governing Body, **Alexei Buzu**, Minister of Labor and Social Protection of the Republic of **Moldova***, highlighted that investments in childcare, the diversification of care options for parents, and the promotion of decent work opportunities for women have contributed to increases in women's employment in the country.

Colin Jordan, Minister of Labor, Social Security, and Third Sector of **Barbados**, shared insights into the introduction of paternity leave in the country and emphasized its importance of this policy in promoting men's involvement in care work and redistributing household tasks. He also noted the expansion of maternity leave provisions and Barbados' participation as chair of the General Discussion Committee on Decent Work in the Care Economy in 2024.

¹⁵ Provided that the phrase "but not limited to" was added to the amendment.

¹⁶ The presentation and noting of the reports of the Credentials, Finance and General Affairs Committees and Committee on the Application of Standards, as well as the presentation, discussion and adoption of the outcome of the Standard-Setting Committee on Biological Hazards did not feature any references to care.

Andy Ellul, Parliamentary Secretary for Social Dialogue of **Malta**, outlined the government's efforts to expand paid parental leave and introduce carers' leave. He also mentioned that the State is working on the introduction of miscarriage leave for both parents, fully funded by the government.

Emily Roper, Government Adviser from **Australia**, emphasized the integration of care into national equality strategies and highlighted efforts to support carers in the workplace. She noted the government's actions to strengthen leave policies, promote carers' re-entry into the workforce, and increase wages in the aged care sector.

June Barrett, of the **International Domestic Workers Federation*** (IDWF), reminded the Conference that domestic workers are a key pillar of the care economy, accounting for 25% of all care workers worldwide. They asserted that domestic work is essential to sustaining life and economies, yet domestic workers—particularly migrants—face precarious and informal conditions, as well as a lack of access to legal and social protection. They urged the Conference to recognize domestic workers as workers, heads of households as employers, and households as workplaces. Furthermore, they demanded measures to promote the formalization, fair remuneration, and training of domestic workers as a pathway to formality. Finally, they stressed the need to ensure full application of ILO Convention 189, including for domestic workers in the platform economy.

Christine Isturiz, of the **World Movement of Christian Workers**, expressed concern about the undervaluation and invisibilization of care work, which is predominantly carried out by women. She stressed the importance of this work in sustaining our societies and its potential to foster solidarity and inclusion.

Sonia Margarita Viñerta de Rodríguez, of the **Trade Union Democratic Alternative of the Americas**, stated that the union fights for labor policies with a gender perspective, including the promotion of shared responsibility for care work.

Cristina Faciabén Lacorte, of the **Workers' Commissions of Spain**, highlighted the union's advocacy efforts with the government to establish a national care compact in the country.

Michał Maksymiuk, Employers' delegate from **Poland**, reiterated the need to strengthen care systems in response to population aging and to better support older workers.

Susan Thomas, of **Women in Informal Employment: Globalizing and Organizing (WIEGO) and the Self-Employed Women's Association (SEWA)**, shared insights about formalization and unionization efforts of informal women workers, including domestic and care workers. She emphasized that access to care services can enhance the productivity and economic empowerment of informal women workers, and that economic development must prioritize care at its center.

Martha García Santoyo, of **StreetNet International**, noted that women street vendors often lack access to maternity leave or childcare facilities. She called for a rights-based, people-centered approach to formalization as key to addressing these challenges.

Tannaree Jaruprasit, of the **Asia Pacific Forum on Women, Law and Development**, stressed that women platform workers shoulder many different responsibilities, including care and family responsibilities, which results in a double shift. Despite their centrality to society and economies, these workers most often do not enjoy basic labor rights such as maternity protection and leave.

Gizen Demir Nirennold, of **Make Mothers Matter***, welcomed the report's focus on care work but reiterated the need for an approach that goes beyond Gross Domestic Product (GDP), given its neglect of unpaid care work. She recalled that hundreds of millions of women are out of the labor force due to care responsibilities and reiterated care as a public and structural issue, intrinsically tied to gender equality, economic justice, and human rights. She called for economies to place care, rights, and people at the center.

Forum of the Global Coalition for Social Justice

During the event [“Key interventions Spotlight – Living wages: A driver of social and economic development”](#), **Jeremy Farrar**, Executive Director of the **World Health Organization**, emphasized that health is central to social justice and equality, and that high healthcare costs exacerbate care responsibilities for informal, unpaid caregivers—the majority of whom are women. **Yolanda Díaz Pérez**, **Minister** of Labor and Social Economy of **Spain***, stated that the root cause of the gender pay gap lies in social norms that devalue feminized sectors, such as care and domestic work, as well as in the structural disadvantages faced by women in the workforce due to care responsibilities.

The event [“Partners conversation – Fostering a just transition through social dialogue”](#) featured **Andy Ellul**, Parliamentary Secretary for Social Dialogue of **Malta**, who described the government's comprehensive family policy aimed at promoting work-life balance. **Ed Pomfret**, Advocacy and Campaigns Director at **Oxfam***, urged stakeholders to move towards economies that center care.

In the panel [“Partners Conversation – Human Rights Economy”](#), **Peggy Hicks**, Director of the Thematic Engagement, Special Procedures and Right to Development Division at the **Office of the United Nations High Commissioner for Human Rights (OHCHR)***, stated that building a human rights economy requires recognizing the unpaid care work, carried out mainly by women and girls. **Tanzila Narbaeva**, Chairperson of the Senate and of the National Commission on Combating Trafficking in Persons and Decent Work of **Uzbekistan**, affirmed the need to advance inclusive economies and cited Uzbekistan's policies to increase investment in care systems as part of that commitment.

Giorgio Boccardo Bosoni, Minister of Labor and Social Security of **Chile***, described the country's National Care Policy and measures to promote work-life balance as a significant achievement toward fostering a gender-equal economy and strengthening the social and economic fabric that sustains democratic life. **Andrea Quiñones**, Head of Human Rights and Development at **UN Women***, highlighted the organization's leadership in advancing the Buenos Aires Commitment, adopted at the XV Regional Conference on Women in Latin America and the Caribbean in 2022, a regional roadmap for creating caring societies. **Santosh**

Kumar, Director of Legislation at the **International Cooperative Alliance**, called for increased support for cooperatives, given their crucial role in development and in promoting decent work in the care economy.

Presentation, discussion, and adoption of the Proposed Resolution and Conclusions of the Standard-Setting Committee on Decent Work in the Platform Economy

Ewa Staworzynska, Employer Vice-Chairperson of the Standard-Setting Committee, provided an overview of the broad range of services offered in the platform economy, including childcare and care for older persons. **Michele O’Neil**, of the **Australian Council of Trade Unions**, emphasized that platform workers, including care workers, are often overlooked and excluded from legal protections, despite their centrality to society. **Brenda Modise**, from the Federation of Unions of South Africa, celebrated the agreement to develop a Convention and Recommendation on the platform economy as a major step toward guaranteeing the rights of platform workers, including domestic and care workers.

Presentation, discussion, and adoption of the Outcome of the General Discussion Committee on Promoting Transitions towards Formality

Anthony Yaw Baah, Worker Vice-Chairperson of the Committee, celebrated the inclusion of references to care and support workers in the outcome document. He identified the lack of care services as one of the main drivers of informal employment.

Dercylete Lisboa Loureiro, Government Adviser from **Brazil*** (on behalf of the Group of Latin American and Caribbean Countries (GRULAC)), drew attention to how crises such as climate change exacerbate vulnerabilities for certain groups, including care and domestic workers—particularly women. She added that the Group considers the care economy as essential for social inclusion, gender equality, and economic justice.

Presentation, discussion, and noting of the second report of the General Affairs Committee: Draft Resolution Concerning the Second World Summit for Social Development

The Worker Vice-Chairperson of the Committee, **Catelene Elisabeth Passchier**, celebrated the adoption of the [Resolution Concerning the Second World Summit on Social Development, 2025](#) (ILC.113/Resolution III), welcoming its recognition of decent work in the care economy.

III.C Resolutions and Official Outcomes

The [official outcomes adopted at the 113th session of the ILC](#) represent a significant step toward recognizing and addressing the needs and interests of care workers, as well as workers with care responsibilities, within international labor standards and policy frameworks.

Resolution Concerning the Second World Summit for Social Development

The [Resolution Concerning the Second World Summit for Social Development, 2025](#) (ILC.113/Resolution III) entrusts the ILO with a leadership role in advancing the outcomes of the 2025 Summit in specific areas. It explicitly mandates the organization to work on *“the development of care economy – including healthcare – frameworks that promote decent work for care workers and strengthen care infrastructure”* (point 3(l)).

Resolution Concerning the General Discussion on Addressing Informality and Promoting the Transition to Formality for Decent Work

The [Resolution Concerning the General Discussion on Addressing Informality and Promoting the Transition to Formality for Decent Work](#) (ILC.113/Resolution IV) explicitly identifies care, support, and domestic workers as vulnerable groups at heightened risk of informality and facing additional barriers to formalization (point 6). In describing the drivers of informal work, the resolution notes: *“A lack of high-quality, affordable, adequate and accessible care services prevents people with care responsibilities from accessing formal labour market opportunities.”* (point 7(h)).

It also affirms the need for an enabling environment for formalization, stating: *“Gender-responsive measures are essential components of formalization strategies, as women are over-represented in the informal economy and often have limited access to resources and disproportionate care responsibilities”* (point 11(c)(iv)).

The resolution further encourages increased national and international financing for decent work, including in the care and support sector (point 14(d)), and calls for the development of targeted strategies for vulnerable groups, such as care, support, and domestic workers (point 14(r)).

III.D Perspectives and Inputs shared by GAC members

The 113th session of the ILC presented an opportunity for Global Alliance for Care members to demonstrate their leadership in advocating for transformative care and support systems grounded in gender equality, human rights, and decent work. Members shared and promoted several of their activities around the 113th session of the ILC.

For example, in preparation for the [General Discussion on Innovative Approaches to Tackling Informality and Promoting Transitions towards Formality to Promote Decent Work](#), UNI Global

Union* issued the report [Accelerating Decent Work: Formalizing Home Care and Community Health Workers](#), which draws on data from over 8,700 workers' responses and case studies from Brazil, Nepal and Washington State in the U.S., among others. The International Domestic Workers Federation* (IDWF) also held a [parallel event](#) during the Conference and launched its [theory of change](#), which outlines the transformations needed to protect, defend, and expand the rights of domestic workers everywhere to enjoy decent work in law and in practice. These coordinated efforts have led to concrete outcomes, such as the inclusion of explicit references to care and support workers and the care economy in adopted texts.

IV. Conclusion and Reflections

The 113th Session of the International Labour Conference signaled an increasing recognition of care as a cornerstone of economic and social justice. Across its proceedings—from preparatory reports to high-level deliberations and formal outcomes—Conference participants advanced a multidimensional understanding of care as indispensable to inclusive development, gender equality, and decent work for all. Global Alliance for Care members—Governments, trade unions, and civil society organizations—were at the forefront of this advocacy. The inclusion of the care agenda as a fundamental pillar of decent work was not only reflected in policy discussions but also amplified by the voices of caregivers, trade unions, civil society organizations, and governments who articulated a collective vision for care as a public good, a right, and a shared responsibility.

Debates at the 113th session of the ILC illustrate a growing consensus: investing in care is not only a matter of gender equality, but of economic and labor justice. Stakeholders reiterated that decent work cannot be achieved without addressing the conditions and demands of care workers and ensuring that care responsibilities do not constitute a barrier to labor market participation and decent work. Many participants called for a paradigm shift—one that places care at the center of our economic systems.

Care-related statements featured prominently in discussions on the general state of decent work, the application of labor standards, the platform economy, and the transition towards formality. However, the Conference also revealed a persistent challenge in mainstreaming a care perspective in topics that may be deemed “technical”, such as occupational hazards. The urgency of applying a care lens across these domains is especially critical in light of rising anti-gender and anti-rights movements within multilateral spaces—both at the ILC and beyond.



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