

**RECOMMENDATION 67/2002\***  
**ON**  
**SOCIAL REINTEGRATION OF JOBLESS PEOPLE**

1. The Parliamentary Assembly of the Organisation of the Black Sea Economic Cooperation is aware that unemployment in many of the Member States has reached intolerable levels and is becoming more and more acute in economic, political and social terms. The situation is worsened with the profound changes taking place in the transition countries during the last decade, having strong impact on many people who became unemployed in the outcome of economic decline and structural changes in the economy.
2. The Parliamentary Assembly underlines the importance of work and productive employment in any society because of the resources that they create for the community, as well as because of the income which they bring to workers, the social role which they confer and the feeling of self-esteem which workers derive from them.
3. In this respect the Parliamentary Assembly reaffirms its attachment to the principles proclaimed in the UN *Universal Declaration of Human Rights* (1948) and in the *International Covenant on Economic, Social and Cultural Rights* (1966), which provide that everyone has the right to work, to free choice of employment, to just and favourable conditions of work and to protection against unemployment, as well as recalls the existing international standards in the field of employment and unemployment protection: the *Unemployment Provision Convention and Recommendation*, 1934, the *Unemployment (Young Persons) Recommendation*, 1935, the *Social Security (Minimum Standards) Convention*, 1952, the *Employment Policy Convention and Recommendation*, 1964, the *Human Resources Development Convention and Recommendation*, 1975, the *Employment Policy and Recommendation*, 1978, the *Employment Policy (Supplementary Provisions) Recommendation*, 1984 etc.

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\* *Rapporteur: Mr. Malkhaz Baramidze (Georgia).*  
*The Assembly debate on 28 November 2002 (see Doc. GA20/CC19/REP/02 – Report on “Social Reintegration of Jobless People” discussed by the Cultural, Educational and Social Affairs Committee at its Nineteenth Meeting in Baku on 25 September 2002; Rapporteur: Mr. Dumitru Buzatu - Romania).*

4. The Parliamentary Assembly is concerned with the fact that the widespread unemployment and underemployment in the various countries throughout the region affect in particular the youth, women, as well as professionals with higher education. Unemployment among the young people, many of whom are seeking their first employment, and whose involuntary idleness may undermine their characters and diminish their occupational skills, is a matter of serious anxiety. The long-term consequences of their joblessness may be most determinative for the preservation and development of the country's labour potential.
5. The Parliamentary Assembly welcomes the adoption by the PABSEC Member Countries of relevant legislation aiming to increase the labour market flexibility and establishment of institutional framework to fight against unemployment, and at the same time emphasises that further legislative work is necessary, aiming to bring regulations more into line with the European laws and standards.
6. The Assembly considers that the challenge of overcoming unemployment, poverty and social exclusion is absolutely vital for the future social peace, political stability and the maintenance of democracy. The situation with unemployment calls for elaboration of effective policies to combat it and to give adequate protection to the jobless people, to ensure employment to the maximum number of citizens, reintegrating them into the economic and social life.
7. The Assembly stresses that peaceful settlement of the armed conflicts and maintenance of peace, security and political stability in the region will create favourable conditions for eradication of poverty, elimination of unemployment and thus ensure adequate social protection of citizens in the Black Sea region.
8. Since the public finances of the large majority of the BSEC Member States are too strained to combat unemployment through increased government spending, the bulk of policy action will have to be directed at structural reform, that is, changes in the basic economic and social functioning of the societies.
9. **Therefore, the Parliamentary Assembly recommends** the Parliaments and Governments of the BSEC Member States:

**A. At the legislative level:**

- i. *to improve or enact* appropriate labour legislation providing promotion of full, productive and freely chosen employment and protection against unemployment, thereby achieving in practice the realisation of the right to work;
- ii. *to harmonise* the national legislation with the existing European and international standards, within the EU integration process.

**B. In the field of labour market policies:**

- i. *to work out* an effective labour market policy with a view to stimulating economic development, meeting manpower requirements and overcoming unemployment and underemployment, since squeezing out a part of labour force from the labour market leads not only to degradation of this labour force, but also to an increase in economic burden of the state;

- ii. **to develop** state programs for promoting employment for the entry of the potential workforce frequently having difficulties in finding lasting employment – youth, mothers of young children, housewives, servicemen subject to demobilisation and others into the labour market, aiming at elimination of any discrimination and ensuring for all workers equal opportunity and treatment in respect of access to employment;
- iii. **to adopt** policies and take measures which, taking into account the national law and practice, should facilitate the adjustment to structural changes at the global, sectoral and enterprise levels and the re-employment of workers who have lost their jobs as a result of structural and technological changes;
- iv. **to encourage** the more extended use of flexible forms of employment, including job sharing by skilled workers, and the development of part-time and occasional employment;
- v. **to improve** the system of statistics on the economic activity of the population in order to provide an adequate statistical base for formulating and monitoring employment policies and programs.

#### **C. In the economic field:**

- i. **to adopt** measures to remedy the decline in economy as a result of which large numbers of workers are unemployed, paying special attention to the most efficient means of increasing employment and production in the state and private sectors. To follow macroeconomic policies which both encourage economic growth and make it sustainable;
- ii. **to develop** and implement economic policies and programs, the integral part and the priority of which should be the promotion of full, productive and freely chosen employment both in urban and rural areas;
- iii. **to provide** a support for the development of small and medium-sized enterprises as providers of jobs. Policies should aim to make it more attractive to work, to employ and to create new SMEs, removing existing barriers, such as excessive fiscal pressure, and offering to unemployed persons who wish to set up their own business financial assistance and advisory services;
- iv. **to give** special direct and indirect aid and assistance for the creation of new, and the upgrading of traditional, employment in rural areas because of their importance for population distribution, food security, the natural and man-made environment etc. It is particularly important to foster rural, individual, family and cooperative entrepreneurship.

#### **D. In the social field:**

- i. **to increase** the operational effectiveness of employment services, promoting those activities that have proved viable and effective in practice, shifting the emphasis from provision of passive services (record-keeping functions, such as registration and re-registration, payment of unemployment benefits) to active ones, such as job counselling, job-search assistance, training, re-training and psychological support;
- ii. **to develop** an effective passive policy, aiming to secure decent unemployment benefit and to increase the number of persons protected, as well as to extent

the duration of payment of benefit when it is limited by the national legislation. An unemployment insurance system could become an important basis for such a policy;

- iii. **to develop** an effective mechanism to finance active and passive programs for coping with unemployment;
- iv. **to pay** special attention to the social reintegration of the long-term unemployed, providing them advice and guidance enabling to develop active and continuous job search, in order prevent their alienation;
- v. **to provide** a right for medical care to unemployed persons, and their dependants.

**E. In the field of education:**

- i. **to create** an education and training system linked with the world of work, as well as to provide maximum opportunities, available throughout working life, for education and skills training, both formally and on the job;
- ii. **to upgrade** the educational and vocational training systems to meet the challenge of the emerging new world economy as regards general knowledge, languages, communications skills, specialised knowledge and skills.

**F. In the field of international cooperation:**

- i. **to exchange** information on assistance programs for the jobless people, since the systems of protection for the unemployed are in the early stages of development in many of the BSEC Member States and the mutual experience may be very useful;
- ii. **to increase** mutual economic and technical cooperation and to promote the expansion of international trade in order to help one another to attain employment growth;
- iii. **to take advantage** of programs to fight poverty, to ensure credits and to stimulate activities of SMEs of the EU and other international organisations in the framework of the policy of fighting against unemployment.

**G. In the field of international migration and employment:**

- i. **to adopt** policies, where international migration is taking place, designed to create more employment opportunities and better conditions of work in the countries of emigration, so as to reduce the need to migrate and find employment;
- ii. **to conclude** bilateral and multilateral agreements among the BSEC Member States for the free movement of the labour force across the borders and its social protection, which is important for regulation of international exchange of the labour force.

7. **The Parliamentary Assembly** invites the BSEC Council of Ministers of Foreign Affairs to consider this Recommendation.