

DECLARATION OF THE ELEVENTH BRICS LABOUR AND EMPLOYMENT MINISTERS' MEETING

Introduction

1. We, the BRICS Ministers of Labour and Employment convened in Brasília on 25 April 2025, for the Eleventh Labour and Employment Ministers' Meeting to continue discussions on the actions needed to promote decent work, inclusive growth, sustainable labour market development, and just and reasonable global labour governance systems.

2. We reaffirm our commitment to enhanced cooperation in achieving a sustainable and inclusive Global South. We commend the continuing progress made by BRICS countries in promoting high-quality, full and productive employment through sustainable economic and social development, fostering inclusive and human-centered labour markets environment, and in upholding commitments from our previous meetings.

3. Convened under the theme "Strengthening the Cooperation of the Global South for More Inclusive and Sustainable Governance" of Brazil's 2025 Presidency, we engaged in discussions on the future of work and on how to strengthen BRICS countries' response to emerging opportunities and challenges regarding "Artificial Intelligence and the Future of Work" and "The Impacts of Climate Change on the World of Work and a Just Transition".

4. We underscore the need to adopt labour and employment policies that promote a just transition to a sustainable economy, with a view to helping shape a community with a shared future that is inclusive, fair and resilient, ensuring decent work for all BRICS countries.

Artificial Intelligence and the Future of Work

The impact of AI, including generative AI, on the job market

5. We acknowledge the widely held view that Artificial Intelligence (AI), including generative AI, is rapidly changing the world and reshaping the

future of work. We recognize that although AI presents challenges, it can also serve as a catalyst for the transformation of the world of work. The goal will be adaptability and compatibility in terms of human resource capabilities and utilizing the advantages of technology, such as AI, to promote decent work, full and productive employment, including social justice.

6. We consider that AI has the potential to drive economic growth and transformation, giving rise to new industries, businesses and forms of work. It will change business models, organizational processes, and workers' capabilities, leading to employment transformation and a profound impact on the labour market. Such a transformation can be unsettling as some workers may lose their jobs in the transition. We thus acknowledge the concern that many have that AI may make human labour and skills redundant, but we also recognize the need to address popular myths and misconceptions about AI and labor redundancy that can keep us from embracing a technology-driven future and world of work.

7. As job substitution and job creation will coexist, we commit to promoting a human-centered approach, as a collaborative model, to the integration of AI in the workplace and adhere to ethical application for artificial intelligence, ensuring worker participation, the protection of workers' personal data, and recourse mechanisms that are human-led.

8. As the world of work continues to evolve with the integration of AI tools, new jobs and opportunities are emerging. The demand for workers with technical skills and the ability to work alongside AI systems is growing, which requires them to undergo reskilling or upskilling. We agree that the key for the BRICS workers to accomplish this transition is to embrace technological advancements. We acknowledge the importance of promoting lifelong learning, strengthening the development and evaluation of digital skills for workers. We will work towards further formulating appropriate guidelines to safeguard the rights and interests of workers in new forms of employment, implement digital human resources reforms, and strengthen digital infrastructure and social security.

9. We recognize that BRICS countries face the pressing challenge of effectively addressing the impact of AI development on the world of work and unleashing the potential of technology development to create decent jobs and promote inclusive growth. We shall work together to actively embrace the ongoing technological revolution and industrial transformation in achieving high-quality, full, productive and freely chosen employment, while reiterating our commitment to the ILO's Fundamental Principles and Rights at Work. To ensure that workers are equipped to adapt to technological advancement and to address job displacement risks, we will cooperate to develop forward looking policy strategies, reinforcing social dialogue among governments, workers, employers, other stakeholders and partners and strengthening regulations to protect workers' rights and interests. We will guide our cooperation efforts with a view to striking a balance between automation and human involvement in an increasingly AI-enabled world of work.

Digital transformation and the promotion of emerging industries with the potential to generate new job opportunities

10. We acknowledge that digital transformation, driven by the integration of digital technologies, is particularly important in the context of social and economic development. It serves as a catalyst for growth in emerging industries, with the potential to enhance productivity, stimulate innovation and create decent work opportunities. Strategic emerging industries, represented by renewable energy, advanced materials, high-tech manufacturing, healthcare and electronic information, are booming, closely linked to digital transformation.

11. Digital transformation and the emergence of new industries are reshaping BRICS Countries' economies through greater access to high-speed internet, the rise of knowledge-based enterprises and startups, and expanding integration of AI in industries, among other factors. Digital transformation can lead to the creation of substantial job opportunities, such as tech jobs, hybrid roles that blend technical skills with domain expertise, and new forms of employment in the platform economy. We stress the need to invest in people, particularly in workers'

digital skills and develop and adopt policies that foster innovation and inclusivity. We will seek to strengthen talent training and encourage universities, vocational colleges and workplaces to adjust their curriculum design, teaching and instruction contents according to the development needs of emerging industries and cultivate more high-quality talents in line with demand. We will foster collaboration with businesses and academia to develop specialized programs with a focus on digital technology, particularly at AI, and the creative economy to ensure that the workforce remains competent and competitive.

12. Digital transformation presents challenges that each BRICS country will address in various degrees, according to their own needs and circumstances, such as lack of the necessary infrastructure; skills mismatch, resulting from the misalignment between education and training systems and increased AI-related skills demands; labour displacement, especially in regions where large portions of the workforce are employed in vulnerable sectors and occupations. There is a pressing need to review and update labour and social security laws and regulations to cope with new realities, including occupational safety and health (OSH) concerns, resulting from the shift to digitalized and platform-based work.

13. We will work on prioritizing the development of comprehensive strategies and allocating adequate resources to tackle the above-mentioned challenges. We will develop partnerships and facilitate further integration of BRICS economies. We will work together to create opportunities to exchange knowledge and experiences, facilitate technology cooperation, and help alleviate the transition challenges, through peer learning and South-South and Triangular cooperation with extensive consultation, joint contribution and shared benefits.

14. Recognizing that SME's are key to creating high-skilled jobs and modernizing the economy, we encourage developing relevant policies that promote SME's adoption of AI technology and provide the necessary support. We also encourage member states to provide targeted support to stimulate the growth of digital entrepreneurship, knowledge-based enterprises and startups, while enhancing the digital economy and boosting the creation of decent jobs.

15. We recognize that technologies' integration in the workplace is most successful and sustainable when based on constructive dialogue and active participation of the workers and we encourage employers to engage in social dialogue and other forms of consultation when integrating digital technologies at work.

The development of social protection policies and support for displaced workers, particularly older workers, women, young people and other vulnerable groups

16. The changes in the labour market brought about by digital transformation also present challenges and opportunities for BRICS members in the domain of social protection policies, particularly in terms of supporting displaced workers, especially older workers, women, young people and other vulnerable groups. We concur that social protection in the digital transformation era should go beyond income support—it must contribute to enabling workers to adapt, acquire new skills, and retain or regain access to decent employment opportunities. We agree on the need to adopt adapted and targeted policies to support various vulnerable groups of workers from the potential negative impacts of digital transformation, such as job losses. We emphasize the importance of promoting inclusive workforce participation and developing policies and regulatory frameworks to address the impact of AI on employment.

17. As life expectancy increases and work patterns evolve, older workers face growing challenges in remaining competitive in the job market or risking potential exclusion. They may not have the flexibility or resources at their disposal to retrain in new technologies and may face age-related biases in reentering the job market when displaced. To ensure the inclusion of older workers in the digital era, so that they can remain productive, have access to economic opportunities, and benefit from digital economic growth, we will promote initiatives to offer adaptive learning solutions to allow them to develop digital skills, reskill and upskill at their own pace. Additionally, we will explore incentives for companies employing older workers and encourage entrepreneurship among older workers.

18. Women are disproportionately employed in occupations that are more susceptible to automation, such as clerical work, retail, and customer service. Gender-based barriers like access to vocational training and career advancement can compound the difficulties they face in adapting to the changing workforce demands. We will focus on addressing issues like bridging the gender pay gap in AI-related jobs and improving gender equality in technology education, while seeking to enhance women's representation in decision-making roles within the tech sector. To foster more equitable growth for women, we will adopt additional support measures, such as targeted skill-development programs to stimulate entrepreneurship, flexible work arrangements, child and elder care support. We will strengthen social protection policies to guarantee women's access to adequate social security, including paid maternity leave and associated benefits, healthcare, unemployment protection and pensions.

19. Young people, in particular new graduates, are facing challenges in seeking suitable and stable jobs for reasons including lack of workplace experience, insufficient career counselling and guidance, mismatch of education with market demand, technology-driven transformation of the labour market, and global economic uncertainties. We will not indulge the Not in Education, Employment, or Training (NEET) group to be left behind especially in the wave of emerging technology. We shall spare no effort in making them a part of this transformation and leverage their potential through vocational training, facilitating apprenticeships and internships, and supporting the young people in securing quality employment, social security and other forms of benefits where applicable.

20. Other vulnerable groups, such as workers with disabilities, informal and low-income workers and migrants, often face heightened challenges to have access to quality education and skills training. We will enhance the design and implementation of targeted retraining initiatives to support their transition to new jobs in AI-driven sectors. We will also formulate policies to match vulnerable groups with new employment opportunities, taking into consideration their specific needs, including flexible working hours and remote work opportunities for people with disabilities. We will also adopt policies to ensure access

to social security benefits, so that these workers are not left vulnerable in the face of aging and risks such as ill health and occupational accidents. We will foster the AI's potential for inclusion of people with disabilities in the labour markets.

21. Regarding workers employed on digital platforms, including ride-hailing, gig work and on-demand services, new work arrangements continue to spread and issues such as the formalization of labour relations and provision of social protection have gained visibility. We will aim at guaranteeing protection for platform economy workers and providing access to social security systems, safe and healthy working conditions, fair compensation, wage protection and effective dispute resolution mechanisms and remedies for labour rights violations that address their unique circumstances. We look forward to collaborating on policy approaches to fully harness the potential of emerging technologies while safeguarding workers' rights in digital platforms, in the ILO's upcoming standard-setting discussion on Decent Work in the Platform Economy.

22. The integration of AI into social protection systems can improve their accessibility and effectiveness. We recognize that the design and implementation of fair, transparent, accountable, and sustainable social protection policies are fundamental to prevent deepening inequalities. We commit to continuously develop inclusive social protection policies that aim at proactively identifying potential displacement risks, providing comprehensive unemployment protection and retraining programs, while strengthening job matching policies to better support displaced workers, particularly older workers, women, young people and other vulnerable groups.

23. When integrating AI algorithms into the world of work, it is crucial to address ethical implications, particularly the potential reinforcement of existing biases that disadvantage older workers, women, young people and other vulnerable groups, in hiring, reskilling and job-matching processes; privacy protection frameworks to safeguard the rights and interests of workers; and ensuring transparent decision-making processes. We therefore reaffirm the importance of algorithmic transparency, fairness, reasonableness and interpretability, which

should guide the national regulations of the BRICS member countries, in addition to advocating for a human-centered approach.

24. Some BRICS countries face common challenges, such as aging populations, which could require urgent reforms in pension systems and lifelong learning initiatives; limited access to or inadequate pension or healthcare for informal workers; and displacement caused by climate disasters and conflicts. United by the moral responsibility to establish a resilient and inclusive future for our workforces, we will explore possibilities for south-south cooperation and triangular cooperation between BRICS members to develop more inclusive social protection systems that effectively meet the demands of the digital era. We will exchange experiences and best practices, with an emphasis on aligning social protection policies with the UN Sustainable Development Goals and share expertise among our policymakers in developing frameworks for integrating displaced workers in the labour market.

25. We will launch the BRICS Social Protection Observatory within the framework of the BRICS Virtual Liaison Office (VLO) as part of the BRICS Social Security Cooperation Framework supported by ILO and ISSA. The objective of the Observatory will be to share best practices, including those related to shock-responsive social protection systems and international social security agreements.

26. We reaffirm the critical importance of social protection in supporting workers displaced by AI-driven transformations, particularly older workers, women, young people and other vulnerable groups, who face greater challenges in adapting to the rapid pace of digital transformation, automation, and generative AI advancement. In addition to social protection policies, we shall strive to provide access to effective programs that support retraining and upskilling of workers whose roles are affected by AI to equip them with the industry-relevant skills and enhance their employability. Through these initiatives, we aim to not only safeguard such workers from the adverse effects of job displacement but also empower them to reintegrate into the workforce or explore self-employment and entrepreneurship opportunities.

27. We also recognize the need to enhance occupational safety and health policies and improve working conditions to address issues

related to workers' empowerment and privacy, workload, emerging occupational and health risks as well as threats to workers' rights, interests and dignity.

28. We are aware that the application of AI in social protection, among others, requires a pragmatic strategy in a target-oriented and situation-based manner leading to encouraging results. To leverage the potential of new technologies to improve service quality and management efficacy and complement traditional approach. Moreover, technological innovation is posing challenges to traditional management models. There are not only problems of how to manage new technologies, but also problems of how to adapt the traditional management model to the up-to-date development.

Encouraging the adoption of a culture of lifelong learning so that workers can update their skills

29. During previous annual meetings, we discussed the implications of Industry 4.0 and technological advancements in the future of work, including automation and AI, and the promotion of education and skills to enable the BRICS members' workforce to transform in line with the demands of the new digital economy. We reaffirm our commitment to build on these discussions to accelerate implementation.

30. BRICS countries can benefit from enhanced cooperation in promoting lifelong learning. We will share tools, technologies, and innovative approaches to prepare workers for the future through skills and promote equity and inclusion. We will cooperate to develop policies that enhance access to lifelong learning for workers and expand inclusive and accessible technology-based training programs. We will adopt strategic policies and programs to build an inclusive, adaptive and sustainable learning ecosystem through cross-sector collaboration for continuous reskilling and upskilling of BRICS' workers.

31. Having in mind that education and training systems frequently lag behind the rapidly increasing demand for AI-related skills in the labour market, we will support strategic investments in collaboration with education and training institutions and businesses to develop accessible online platforms and formulate targeted skill training

programs to prepare workers for emerging digital occupations in high-demand sectors. We will seek partnerships with industries and businesses to support digital skills programs and technology-based education and training to help BRICS countries' workers gain the skills needed to thrive in the rapidly changing labour market.

32. We will seek to build on successful ongoing initiatives implemented in some of the BRICS' countries, such as tailored and targeted skill-training programs in high-demand areas, which combines study and work, like on-the-job training and quality apprenticeships; accessible online platforms offering courses in high demand areas; and programs to develop digital talents in the areas of data science, cloud computing and cybersecurity, among others. We will facilitate the exchange of experts in capacity building and best practices, including in curricula and training materials, to enhance knowledge and pedagogical skills in the implementation of vocational education and training programs.

The Impacts of Climate Change on the World of Work and a Just Transition

Mitigating climate impacts: Addressing the specific impacts of climate change and climate policies on employment

33. The impacts of climate change on the world of work are becoming increasingly evident, as rising global temperatures, extreme weather events, and environmental shifts continue to disrupt industries, economies, and communities. Adapting labour markets to climate change is essential to ensure that the workforce and enterprises remain competitive, resilient, and capable of thriving in an economy increasingly influenced by environmental considerations and the need for sustainable development and efforts to eradicate poverty. Addressing this challenge calls for effective social dialogue and a collaborative effort from governments, workers and employers through proactive initiatives and long-term policies to build a more resilient and sustainable future.

34. While climate change and environmental policies, such as carbon taxes and emissions limits, could reduce or even phase out carbon-

intensive industries and potentially resulting in job losses, the transition to a sustainable and low-carbon economy presents significant opportunities for innovation, the development of new business models, significant job creation, and economic growth, as new sectors emerge in the future. To mitigate the potential adverse impacts on employment, we will continue developing and implementing strategies in accordance with nationally defined development priorities to create decent work opportunities by enhancing public-private partnerships, promoting active labour market policies and engaging in social dialogue; supporting enterprise development, in particular for small and micro enterprises; prioritizing education and training programs to build a resilient workforce equipped with the skills needed to thrive in a changing climate.

35. We recognize the importance of strengthening our social security systems, including measures for the prevention of occupational accidents, rehabilitation and compensation, unemployment benefits, employment protection and other initiatives to ensure income security and access to health care.

Promoting a just transition in labour market: Developing policies and strategies for an inclusive transition that provides decent work opportunities

36. A just transition promotes environmentally and socially sustainable economies in an inclusive manner, by creating decent work opportunities, reducing inequality and ensuring that no one is left behind. Just transition involves maximizing the social and economic opportunities of climate and environmental actions, including an enabling environment for sustainable enterprises, while minimizing and carefully managing challenges. We therefore reaffirm that a just transition should be based on effective social dialogue, respect for fundamental principles and rights at work, and with reference to international labour standards.

37. To promote a just transition, we recognize the importance of strengthening the development and enforcement of labour laws and regulations and enhancing our social protection systems, including unemployment benefits, pensions, and healthcare, to ensure adequate

coverage for all workers, particularly for those groups in vulnerable situations.

38. Continuous skills development through lifelong learning is a foundational element of a just transition. Reskilling, retraining and upskilling programs from high-carbon sectors can transition into new employment opportunities. To this end, we will promote investments in green and sustainable human resources development, including vocational training and educational initiatives aligned with the labour market demands, in collaboration with public and private education and training institutions and other stakeholders. We will promote policies to ensure that all workers are provided with more diversified and smooth career development paths.

39. We share the view that a just transition cannot be achieved without strong international cooperation, to this end we call upon international organizations and other stakeholders to provide the appropriate support and collaboration. We will strengthen cooperation between labour and employment ministries as well as between labour research institutes and exchange best practices and experiences, including technology exchange for managing the workforce transition. However, we have to ensure that solutions are tailored to each country's specific context.

Engaging key partners and promoting social dialogue to create decent jobs

40. We recognize the critical importance of actively engaging key partners to promote social dialogue and create decent work in the context of addressing the impacts of climate change and achieving a just transition in all sectors, including the informal economy. We reaffirm our commitment to continue developing and implementing policies and strategies to ensure decent work creation in an inclusive, fair and effective way that reflects the needs of all stakeholders through effective social dialogue and partnership with all relevant stakeholders.

41. We take note of the importance of the 2015 ILO Guidelines for a Just Transition Towards Environmentally Sustainable Economies and Societies for All and the 2023 ILO Resolution on this matter.

Integrating occupational safety and health (OSH) concerns into public policies to address the impacts of climate change

42. We agree on the need to raise awareness about how climate change is impacting worker safety and working conditions in general and to adopt preventive actions to mitigate the harmful effects of these changes on workers' health. This should happen, among others, through anticipating emerging risks, developing proactive strategies, and ensuring that workers are equipped with the knowledge and resources they need to stay safe and healthy.

43. We recognize the importance of strengthening OSH frameworks by updating workplace and equipment safety standards for those in heat-exposed occupations to address new or intensified risks arising from climate-related events. This includes providing specific protections for outdoor and high-risk workers in sectors like construction, agriculture, and transportation. We call for effective supervision and enforcement of OSH regulations in the workplace ensuring these regulations are followed in our countries and that employers are incentivized to make the necessary investments in workers' safety and health. In this regard, we remain committed to strengthening OSH regulations with reference to ILO Conventions N. 155 and 187.

44. As climate change intensifies and extreme heat events make outdoor work more hazardous, particularly in regions already experiencing high temperatures, we will cooperate to develop adaptation and mitigation strategies that outline preventative measures for outdoor workers and vulnerable indoor environments. In collaboration with workers and employers' organizations and relevant authorities, we will seek to develop and implement early warning systems for extreme climate events. We will promote climate resilient training for the workforce and programs to raise awareness about heat stress to provide workers with the ability to take appropriate precautions before dangerous conditions arise.

45. Workers in sectors vulnerable to climate impacts are at risk of losing their livelihoods due to shifts in climate patterns and resource availability. Low-income communities, which are often the most vulnerable to climate change impacts, may suffer disproportionately from job losses and economic downturns caused by environmental changes. This requires a proactive approach that includes promoting environmentally sustainable technologies in the workplace to enhance the protection of workers, the creation of new safety and health standards, and targeted support for workers in vulnerable sectors. By

incorporating these concerns into broader climate policies, we will foster an environmentally sustainable and just transition.

46. We recognize the importance to respect, promote and realize the ILO Declaration on Fundamental Principles and Rights at Work including safe and healthy working environments for women and people in vulnerable situations in all sectors, with particular attention to their physical and mental wellbeing.

47. We recognize the importance of encouraging further research on the impacts of climate change on work environments, including the effects of heatwaves for workers' occupational safety and health.

Way Forward

48. We will present this Declaration to the BRICS Summit for our Leaders' consideration and endorsement, working towards a community with a shared future for BRICS countries in which economic growth, technological advancements and environmental sustainability are at the center of more just and inclusive societies. Sustainable development and workers' protection must go hand in hand, especially for countries in the Global South, which face additional opportunities and challenges.

49. We acknowledge and support the ongoing and future efforts to implement the decision of the 2023 BRICS Leaders' Summit to establish the BRICS Productivity Ecosystem for Decent Work Platform. This initiative is intended to support member states in formulating and executing coherent, inclusive, and sustainable policies that enhance productivity, promote decent working conditions, and foster productive employment, through the facilitation of knowledge sharing and collaborative action. We further note that a roadmap to guide the platform's operationalization is currently under development. In parallel, three BRICS member states—Brazil, China, and South Africa—are undertaking scoping studies on Productivity Ecosystems for Decent Work. These efforts are closely aligned with the platform's objectives and are anticipated to make a significant contribution to its development.

50. We continue to commend the efforts of the BRICS Occupational Safety and Health (OSH) Network, established in 2024 under Russia's Presidency, to promote the exchange of OSH knowledge and best practices and to serve as a platform for collaboration among government agencies, industry experts, and research institutions across BRICS countries. We welcome the upcoming first BRICS OSH Network meeting, to be held in Russia this year in accordance with the Network's Terms of Reference.

51. We highlight the value of the work of the BRICS Network of Labour Research Institutes in developing national strategies to address the impacts of Artificial Intelligence in the labour market. We look forward to furthering in-depth studies as well as enhancing exchanges and cooperation on the topics of mutual interest among BRICS countries. We encourage all members and partners to engage with the Network.

52. We acknowledge the valuable contributions of social partners. Consistent with previous BRICS presidencies, we underscore the importance of continuing efforts to strengthen inclusive social dialogue.

[53. We also express our appreciation for the most valuable expertise provided by the ILO and the ISSA and look forward to continued collaboration with them. We recognize the importance of true multilateralism to foster inclusive and sustainable trade and investment frameworks, value chains and supply chains that contribute to a just transition and decent work.]

54. We thank the Brazilian Presidency for hosting the Eleventh BRICS Labour and Employment Ministers' Meeting and the Employment Working Group meetings. We look forward to our next meeting in 2026 under the Indian Presidency.