



Governing Body

323rd Session, Geneva, 12–27 March 2015

GB.323/INS/3

Institutional Section

INS

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THIRD ITEM ON THE AGENDA

Preparation for the evaluation of the impact of the ILO Declaration on Social Justice for a Fair Globalization by the 105th Session of the International Labour Conference (2016)

Purpose of the document

To seek further guidance from the Governing Body on the preparation of the evaluation by the Conference in 2016 of the impact of the Declaration as a basis for the report to be prepared by the Office for that purpose. In light of the guidance provided, a progress report will be prepared for consideration at the 325th Session of the Governing Body (November 2015) (see draft decision para. 31).

Relevant strategic objective: All the strategic objectives.

Policy implications: None at this stage.

Legal implications: None at this stage.

Financial implications: To be determined depending on the decision taken.

Follow-up action required: To be determined depending on the decision taken.

Author unit: Management and Reform and Policy portfolios.

Related documents: GB.323/INS/2; GB.322/PV/Draft, paras 18–27; GB.322/INS/3; GB.322/INS/2; GB.320/PV, paras 342–351; GB.320/15/2; GB.319/INS/2; GB.304/PV, para. 183; GB.304/7; GB.304/SG/DECL/1(Rev.); ILO Declaration on Social Justice for a Fair Globalization, 2008; Resolution on strengthening the ILO's capacity to assist its Members' efforts to reach its objectives in the context of globalization, adopted by the Conference at its 97th Session (2008).

Introduction

1. At its 320th Session (March 2014), the Governing Body decided to place the evaluation of the impact of the ILO Declaration on Social Justice for a Fair Globalization on the agenda of the 105th Session (2016) of the Conference. At its 322nd Session (November 2014), the Governing Body provided general guidance on the scope and modalities of the evaluation. It requested the Office to prepare concrete proposals for consideration at its 323rd Session (March 2015), taking into account the views expressed by its members. As agreed at the 322nd Session of the Governing Body, consultations with the Geneva-based tripartite consultative group were held on 10 February 2015.
2. The present document is intended to seek further guidance from the Governing Body on the preparation for the evaluation as a basis for the report to be drafted by the Office and the arrangements to be made in preparation for the Conference discussion in 2016. Based on the guidance provided, a progress report on the preparation for the evaluation could be drafted for consideration by the Governing Body at its 325th Session (November 2015).
3. Section I of the document outlines elements relating to the possible principal focus areas of the Conference evaluation in 2016. Building on the paper submitted to the 322nd Session of the Governing Body, sections II and III outline further proposals regarding the scope and arrangements for the evaluation. Finally, section IV contains proposals regarding the schedule for the preparation leading up to the Conference discussion in 2016.

I. Possible principal focus areas of the evaluation

4. The framework for the evaluation of the impact of the Social Justice Declaration is established by the Declaration itself, as well as its Annex ¹ entitled “Follow-up to the Declaration”, and the accompanying resolution ² adopted by the Conference. Within this framework, constituents may wish to give consideration to the focus areas and expected outcomes of the evaluation. In addition, key considerations taken into account in the adoption of the Social Justice Declaration and its Follow-up should be borne in mind, and particularly the focus on ILO governance and institutional capacity, including the steps taken by both the Organization and its Members to implement the Declaration.
5. The 2016 evaluation will be the first to be undertaken, eight years after the adoption of the Declaration, and will have a significant strategic dimension for the Organization, as the global context has changed profoundly, particularly following the 2008 financial and economic crisis.

¹ http://www.ilo.org/global/about-the-ilo/mission-and-objectives/WCMS_099766/lang--en/index.htm.

² http://www.ilo.org/ilc/ILCSessions/97thSession/texts/WCMS_098017/lang--en/index.htm.

6. The evaluation will offer a valuable opportunity to address the main objectives sought at the time of the adoption of the Social Justice Declaration in light of the developments since 2008.³ One possible broad focus of the Conference discussion could be the determination of action by the Conference to reinforce the impact of the Social Justice Declaration with a view to ensuring that the ILO continues to play a key role “in helping to achieve progress and social justice in a constantly changing environment”.⁴
7. This approach could draw upon the linkages between the Social Justice Declaration and activities related to the ILO’s centenary, the 2017 recurrent discussion on fundamental principles and rights at work and the post-2015 sustainable development agenda. First, with respect to the ILO centenary, the evaluation of the Declaration could provide a forum to contribute to preparing the Organization for its second century. Conclusions drawn by the Conference from the evaluation could constitute a building block for the preparation and discussions of the 2019 centenary session of the Conference.⁵ It should also be recalled that the timing of the evaluation in 2016 was selected to inform the development of the new Strategic Policy Framework 2018–21, which will outline the ILO’s strategic orientation beyond its centenary.⁶
8. Second, it should be recalled that the 2016 evaluation will be held prior to the final recurrent discussion of the current seven-year cycle in 2017, which concerns fundamental principles and rights at work. These rights and principles are at the core of the ILO’s constitutional mandate and have been recognized as a specific category of rights and principles, not only by the ILO, but also by the international community, with a view to ensuring a fair globalization. The two discussions will be crucial in terms of the ILO’s role and its impact in the globalized world, and particularly in ensuring that economic growth and social progress go hand-in-hand through the realization of fundamental principles and rights at work as both rights and enabling conditions that are necessary for the full realization of all the strategic objectives. It would therefore be important to ensure appropriate coordination between these two discussions.
9. Third, the evaluation of the Social Justice Declaration will be held after the adoption by the United Nations General Assembly of the post-2015 sustainable development agenda, in the context of which the promotion of decent work, the reduction of inequality and the linkage between employment and social protection are expected to form part of a comprehensive and universal package of economic, social and environmental goals for 2030. The 2016 evaluation could therefore inform the ILO’s contribution to implementing the post-2015 agenda and its engagement within the United Nations system.
10. The 2016 evaluation constitutes a key component of one of the first centenary initiatives to be discussed in detail by the Conference. This provides an opportunity to review past action as a basis for outlining a sense of strategic direction and purpose for the future, both within the ILO and in relation to the ILO’s role in the multilateral system.

³ GB.322/INS/PV/Draft, para. 23.

⁴ Preamble to the Social Justice Declaration.

⁵ See draft document on the agenda of the Conference submitted for tripartite consultation. See also GB.322/PV/Draft, paras 8–15.

⁶ GB.319/PV, para. 7, GB.320/PV, paras 342, 348 and 655.

II. Scope of the evaluation

- 11.** The purpose of the evaluation, as set out in Part III(C) of the Social Justice Declaration and Part III of its Follow-up, is to: review the impact of the Declaration, in particular the extent to which it has contributed to promoting, among Members, the aims and purposes of the Organization through the integrated pursuit of the strategic objectives; and draw conclusions regarding the desirability of further evaluations or the opportunity of engaging in any appropriate course of action.
- 12.** Part III(C) of the Social Justice Declaration and Part III(A) and (B) of the Follow-up⁷ set out the core elements relating to the scope of the evaluation, both with regard to the substance and the actors concerned. Part III(B) of the Follow-up requires the Office to prepare a report to the Conference for evaluation of the impact of the Declaration containing information on: actions and steps provided by tripartite constituents; steps taken by the Governing Body and the Office; and the possible impact of the Declaration in relation to other interested international organizations. In addition, the steps to be taken by constituents are specified in Part II(B) of the Declaration and those to be taken by the Governing Body and the Office are specified in Part II(A) and Part III(A) of the Declaration,⁸ as well as Part II of the Follow-up and the 2008 resolution.⁹ Indications are contained in Part II(C) of the Declaration on the possible implementation of its integrated approach by other interested international organizations and on the ILO's role in the multilateral system. These core elements will therefore be covered in the evaluation.
- 13.** The 2008 resolution and the implementation plan adopted by the Governing Body at its 304th Session (March 2009) provide further indications on the action to be taken for the implementation of the Declaration. The resolution emphasizes three elements: capacity and governance issues; recurring items on the agenda of the Conference; and partnerships. The implementation plan¹⁰ sets out a roadmap for the implementation of the Declaration and identifies points on which actions would be taken. The roadmap focuses on a wide range of areas including: the Strategic Policy Framework 2010–15; a scheme for ILC recurrent discussions; working methods of the Governing Body and functioning of the Conference; knowledge development and sharing. With respect to the possible impact of the Declaration in relation to other interested international organizations, Resolution 63/199 adopted by the United Nations General Assembly on the Social Justice Declaration in December 2008¹¹ would provide appropriate guidance on the scope in relation to UN funds, programmes and specialized agencies, as well as other actions of financial institutions.
- 14.** In this context, the comments made during the 320th and 322nd Sessions of the Governing Body offer broad guidance on the scope and approach to be followed. With regard to scope, members of the Governing Body placed emphasis on reviewing both the action that

⁷ http://www.ilo.org/global/about-the-ilo/mission-and-objectives/WCMS_099766/lang--en/index.htm.

⁸ http://www.ilo.org/global/about-the-ilo/mission-and-objectives/WCMS_099766/lang--en/index.htm.

⁹ http://www.ilo.org/ilc/ILCSessions/97thSession/texts/WCMS_098017/lang--en/index.htm.

¹⁰ http://www.ilo.org/gb/GBSessions/WCMS_103418/lang--en/index.htm.

¹¹ <http://www.un.org/en/events/socialjusticeday/documents.shtml>.

had and had not been taken.¹² Among the issues to be considered, members of the Governing Body indicated that the review should include the extent to which the recurrent discussions had fulfilled their intended purpose to: (i) better understand the diverse realities and needs of its members and respond more effectively to them; and (ii) assess the results of the ILO's activities with a view to informing programme, budget and other governance decisions. The review could therefore include the nature, modalities and cycle of the recurrent discussions, including the preparation for and conduct of the Conference recurrent discussions, and the implementation of their outcomes. In addition, reference was made to the arrangements for the review of the recurrent discussion model, and particularly whether the review should be carried out as a separate exercise to enable the Governing Body to take an early decision on the next cycle of recurrent discussions, as the current cycle ends in 2017.¹³ The possibility was also raised of deciding on a new four-year cycle of recurrent discussions.¹⁴

- 15.** With regard to the approach to be adopted, it was suggested that the informal tripartite consultations should begin by reviewing the implementation plan so that constituents could be apprised of what had been implemented.¹⁵ It was suggested that the Office's Evaluation Office should play a role.¹⁶ Views were expressed on the nature of the review of the recurrent discussions, emphasizing that it should be addressed as a technical matter rather than a political issue.¹⁷ Support was expressed for keeping the format of General Surveys as regards to their coordination with recurrent discussions.
- 16.** The Governing Body may therefore wish to give consideration to the following questions, bearing in mind the principal focus areas of the 2016 evaluation that may be identified by the Governing Body. The views provided will help the Office to design the questionnaire to be sent to constituents.
 - In light of the provisions of the Social Justice Declaration, and particularly Part I, Part II(A) and (C), and the Follow-up especially Part I,¹⁸ what progress has been made, and in particular what action that has or has not been taken by the Office and the Governing Body for the implementation of the Declaration should be considered as a priority in the evaluation?
 - Having regard in particular to Parts I and II(B) of the Social Justice Declaration, what action has been taken by tripartite constituents in light of the Declaration, and what difficulties or challenges should be given priority consideration?
 - What are the elements that should be included in the review of the possible impact of the Social Justice Declaration in relation to other international organizations, as well as the ILO's role in this regard?

¹² GB.320/PV, para. 343; GB.322/INS/PV/Draft, paras 19, 20, 22 and 23.

¹³ GB.320/PV, para. 343.

¹⁴ GB.320/PV, paras 343, 344 and 349; GB.322/INS/PV/Draft, paras 20 and 23.

¹⁵ GB.322/INS/PV/Draft, paras 19, 20 and 24.

¹⁶ GB.322/INS/PV/Draft, para. 19.

¹⁷ GB.320/PV, para. 343 ; GB.322/INS/PV/Draft, paras 19–20.

¹⁸ http://www.ilo.org/global/about-the-ilo/mission-and-objectives/WCMS_099766/lang--en/index.htm.

- Should the review of the model of the recurrent discussions be undertaken separately from the evaluation of the other action taken? As the first cycle of recurrent discussions will end in 2017, should a decision on the next cycle of recurrent discussions be taken prior to the 2016 evaluation, possibly at the 325th Session (November 2015) of the Governing Body? Or alternatively, should the Governing Body take an ad hoc decision at its 325th Session in November 2015 concerning the strategic objective to be examined by the recurrent discussion in 2018?¹⁹

III. Arrangements for the evaluation

17. From the comments made at the 322nd Session of the Governing Body, it would appear that constituents wish to further examine the question of the arrangements to be made for the evaluation.²⁰ The related issues are therefore resubmitted for consideration, duly expanded in light of the comments made by the members of the Governing Body and during the informal consultations.

Questionnaire to seek information

18. At the 322nd Session of the Governing Body, support was expressed for the sending of a questionnaire to member States. It was emphasized that the questionnaire would be succinct and one-off, designed to obtain information otherwise unavailable to the Office and not creating any additional reporting burden. Replies should be prepared with full tripartite involvement.
19. Part II(B) of the Declaration²¹ lists steps for member States to consider in order to contribute to the realization of a global and integrated strategy for the implementation of the strategic objectives. In this light, the Office is determining the elements on which it lacks information and which would be relevant to the review. It has been suggested that the questionnaire should focus on requesting information on policy coordination and coherence as called for by the Declaration, particularly across the relevant ministries. Alongside the action taken, it may also be useful to invite Members to indicate the difficulties or challenges encountered in the implementation of the Declaration. The ILO's field offices will play an important role in receiving information from constituents in response to the questionnaire. With respect to the involvement of social partners in preparing replies to the questionnaire, the approach followed in questionnaires sent out in preparation for the discussion by the Conference of standard-setting items could be followed, as appropriate, and governments could be invited to consult the most representatives employers' and workers' organizations before finalizing their replies. Copies of the questionnaires sent out to governments could also be sent to employers' and workers' organizations.

¹⁹ In this regard, it should be borne in mind that at its 322nd Session (November 2014) the Governing Body decided that the General Survey to be prepared by the Committee of Experts on the Application of Conventions and Recommendations in 2016 and discussed by the Conference Committee on the Application of Standards (CAS) in 2017 will cover certain instruments relating to occupational safety and health. This General Survey and the related discussion by the CAS could potentially feed into a recurrent discussion in 2018.

²⁰ GB.322/INS/3, para. 15; GB.322/INS/PV/Draft, paras 19–20.

²¹ http://www.ilo.org/global/about-the-ilo/mission-and-objectives/WCMS_099766/lang--en/index.htm.

Participation of interested multilateral organizations in the evaluation

20. Under Part III(C) of the Follow-up to the Declaration, a distinction should be made between the participation by interested multilateral organizations in the evaluation and in the Conference discussion.
21. Members of the Governing Body have agreed that the ILO should move forward in making arrangements for the participation of interested multilateral organizations in the evaluation, with the understanding that their contributions should remain within the scope defined by the Declaration. With respect to the identification of the organizations concerned, reference was made to the international financial institutions, United Nations agencies, the World Trade Organization (WTO) and regional institutions. As these organizations may eventually participate in the Conference discussion in 2016, the list of international organizations regularly invited to ILO meetings could provide a basis for selection.
22. There also seems to be general agreement that the ILO should request information from other interested multilateral organizations. How resolution 63/99 referred to above has been implemented by the UN specialized agencies, programmes and funds could be among the information requested. The approach to gathering information from multilateral organizations beyond the UN system and organizations belonging to the UN family could take the form of a questionnaire or other types of consultation, as appropriate.
23. With regard to participation in the Conference discussion, it has been suggested that in addition to their established opportunities to participate, these organizations could be invited to participate in an interactive panel discussion in the Conference Committee considering the evaluation. Having regard to the specific role of these organizations in the evaluation, other modalities could be envisaged in due course.

Modalities for Conference discussion

24. At the 322nd Session, it was indicated that consideration could be given during the consultations to the participation in the 2016 Conference discussion of non-State entities and economic actors. Consideration could also be given to inviting relevant ministries, in addition to the ministries responsible for labour matters, to participate in the Conference discussion with a view to promoting policy coherence, as called for by the Declaration.
25. Although the specific modalities of the Conference discussion could be considered at a later stage, it would be useful to give preliminary consideration to three matters. First, the possible attendance and participation of “other interested entities” in the Conference discussion²² should be discussed by the Governing Body, including the identification of these entities in light of the Declaration, and in particular Part II(A)(v) referring to the development of new partnerships with other entities and economic actors, as well as the objectives and format of their participation in the Conference discussion.
26. Second, the participation of representatives of relevant ministries alongside those responsible for labour matters could also be examined at an early stage. The Governing Body could consider encouraging governments to invite, to the extent possible, representatives from relevant ministries to participate in the Conference discussion. If the relevant ministries are identified at an early stage, this could also help in the preparation of the evaluation by fostering, for example, effective inter-ministerial consultations in the preparation of questionnaire responses.

²² Part III(C) of the Follow-up to the Declaration.

- 27.** Third, with reference to the participation of other interested multilateral organizations, it has been suggested that an interactive panel discussion could be held. It would be helpful to have early guidance from constituents on how such discussions could be organized and what other arrangements should be envisaged for the participation of other interested multilateral organizations in the evaluation.

Arrangements for consultations and preparation of the report

- 28.** Bearing in mind the emphasis placed on tripartite involvement in the preparation of the evaluation, constituents are invited to consider this issue closely and to provide their views. For example, to ensure the adequate level of awareness and expertise, each group could designate key persons with whom the Office could be in regular contact.
- 29.** The Office has established a task team of representatives from all relevant departments/bureaux and field offices. Headed by the Deputy Director-General for Management and Reform, the team will keep in regular contact with constituents and, in coordination with the Deputy Director-General for Policy, be responsible for preparing the report to be submitted to the Conference. Informal consultations with the Geneva-based Tripartite Consultative Group would be held as and when necessary for the purpose of the preparation of the evaluation. In addition, arrangements would be made, both at headquarters and in field offices, to involve other actors, such as representatives of other international organizations, representative employers' and workers' organizations, or other interested economic actors.

IV. Schedule: Possible elements

- 30.** The proposed schedule originally submitted to the 322nd Session of the Governing Body has been updated and further developed as follows:

- March 2015 (323rd Session of the Governing Body): Further guidance provided by the Governing Body concerning the possible focus, scope and arrangements for the evaluation.
- April 2015 (one full day): Informal tripartite consultations on preparation for the evaluation in light of the interventions at the 323rd Session (March 2015) of the Governing Body, including on the questionnaires/communications.
- April 2015: Questionnaires/communications developed and sent out.
- Early September 2015: Responses to the questionnaire received.
- September 2015: Informal tripartite consultations on the outline of the Office report and on other matters relating to the preparation of the Conference discussion, including the modalities of the discussion.
- November 2015: Progress report to the 325th Session of the Governing Body on preparations, if necessary, and a proposed discussion of the next cycle of recurrent discussions.
- March 2016: Publication of the Office report to the Conference.
- April–May 2016 (one full day): Informal tripartite consultations to prepare the Conference discussion.

Draft decision

31. The Governing Body is invited to:

- (i) provide further guidance on the preparation of the evaluation of the impact of the ILO Declaration on Social Justice for a Fair Globalization, including on the proposed schedule set out in paragraph 30; and*
- (ii) place this item on the agenda of its 325th Session (November 2015).*