

**FOR DEBATE AND GUIDANCE**

SECOND ITEM ON THE AGENDA

**Declaration on Social Justice
for a Fair Globalization****Preliminary implementation plan****Introduction**

1. At its 302nd Session in June 2008, the Governing Body constituted, on a temporary basis, a Steering Group to take charge of the immediate follow-up to the Declaration on Social Justice for a Fair Globalization (the 2008 Declaration). As discussed in the informal tripartite consultations held on 15–16 September 2008, the Steering Group's role is to ensure, on the basis of proposals presented by the Office, that all elements in the 2008 Declaration that call for action are adequately dealt with in the appropriate form, forum and time frame and make appropriate recommendations to the Governing Body accordingly.
2. The 2008 Declaration has wide-ranging implications for the Organization and the Office as well as for constituents. Its follow-up requires reform of institutional practices, governance and other measures “to make the fullest possible use of all the means of action provided under the Constitution of the ILO to fulfil its mandate”.¹ Implementation of the 2008 Declaration will require a sustained effort over time by all concerned. Technical capacities, staffing, structures, including the field structure, management and support services will have to be better aligned with the realities and needs of constituents.
3. Considering the wide-ranging implications of the 2008 Declaration for all aspects of the work of the Organization, a step-by-step approach to implementation is proposed, recognizing from the outset the experimental nature of the exercise. Ongoing monitoring and evaluation of the process will be necessary as well as a readiness to adapt in the light of experience to ensure that the potential of the 2008 Declaration is fully realized.
4. At informal tripartite consultations held on 15–16 September 2008, it was agreed that the Office would submit a preliminary implementation plan to the Steering Group on the occasion of the 303rd Session of the Governing Body in November 2008. It is understood

¹ Follow-up to the 2008 Declaration, Annex, section I(B).

that the Steering Group will meet again in the context of the 304th Session of the Governing Body in March 2009, when a final implementation plan will be presented.

5. This document accordingly proposes a preliminary implementation plan. The plan builds on the steps taken by the Office since the adoption of the 2008 Declaration in June and the guidance provided by the informal consultations. The table in the appendix lists proposed next steps and associated timelines. The plan follows as closely as possible the structure of the Annex on the follow-up to the 2008 Declaration and uses the general headings of Part II of the Annex as follows:
 - Administration, resources and external relations (paragraphs 7–13).
 - Understanding and responding to Members’ realities and needs (paragraphs 14–27).
 - Technical assistance and advisory services (paragraphs 28–31).
 - Research, information collection and sharing (paragraphs 32–36).
6. The paper begins with a discussion of the links and coherence between the 2008 Declaration, the Strategic Policy Framework 2010–15 and the Programme and Budget for 2010–11 that will have to support the implementation of the 2008 Declaration over the key initial period and beyond.

Administration, resources and external relations

Links and coherence between the 2008 Declaration, the Strategic Policy Framework (SPF) and the programme and budget

7. The 2008 Declaration reaffirms basic principles and values of the ILO and sets out their operational implications for attaining social justice in the context of globalization. As already stated, the implications for constituents, the Organization and the Office are far-reaching. Four points are especially important: a coherent “global and integrated approach, in line with the Decent Work Agenda and the four strategic objectives of the ILO”; the need for the ILO to “adapt its institutional practices and governance to improve effectiveness and efficiency”; the emphasis on the orientation of ILO action to “assist constituents to meet the needs they have expressed at country level based on full tripartite discussion”; and ensuring the role of international labour standards in achieving the constitutional objectives of the Organization.
8. The SPF will establish the ILO policy framework for 2010–15. Following the adoption of the 2008 Declaration in June, the preliminary submissions for both the SPF and the Programme and Budget for 2010–11 were revised to take account of the 2008 Declaration. While the SPF is still evolving and will be adapted further in the light of guidance to be provided by the Governing Body in November, it is already clear that the 2008 Declaration has a major impact on the proposed priorities and methods of work. A streamlined results framework with integrated outcomes and major initiatives on focus and teamwork are already advanced in the draft SPF.²

² GB.303/PFA/2.

9. Ensuring coherence between the main planning and programming instruments of the Organization and the 2008 Declaration is critical to its effective implementation. The most prominent opportunity to do so will be in the programme and budget proposals for each biennium. Results of the discussion of the recurrent items, for example, should progressively inform each set of programme and budget proposals. Implementation and follow-up to the 2008 Declaration cannot be pursued as a parallel exercise or add-on to the mainstream work of the Organization. Following up to the 2008 Declaration requires that the priorities, resources and efforts of the Organization be refocused to “assist the efforts of its Members to give effect to their commitment to pursue the four strategic objectives important for implementing the constitutional mandate of the Organization”.
10. The SPF and the Programme and Budget for 2010–11 to be adopted by the International Labour Conference in June 2009 should provide a solid foundation and ongoing support for the measures which are necessary for the ILO to effectively assist its Members in the implementation of the 2008 Declaration.

Effective governance structures: Reform of the functioning of the Governing Body and the International Labour Conference

11. The inclusion of the recurrent item discussion on the agenda of the Conference will have implications for the overall functioning of the Conference. It will also be important to reflect on how best to organize a discussion with high-level participation leading to conclusions which can inform policies, as well as programme, budget and other governance decisions. Concrete proposals are to be presented to the November 2009 Governing Body. A number of issues relating to the continued review of the functioning of the Conference are already raised in the draft SPF.
12. The draft SPF also points out that the 2008 Declaration calls for a rethink of the Governing Body’s methods of work. A restructured, efficient Governing Body that can adequately deal with both governance and policy issues should be one of the aims, taking into account the Declaration. This should be realized by exploring different options in intensive tripartite consultations during 2009.

Identification, updating and promotion of the governance standards

13. A proposal for a promotional campaign for the Conventions that are most significant from the viewpoint of governance is presented to the current session of the Committee on Legal Issues and International Labour Standards (LILS) under the item dealing with improvements in the standards-related activities of the ILO.³

³ GB.303/LILS/4/1.

Understanding and responding to Members' realities and needs

Introduction of a scheme of recurrent discussions by the International Labour Conference

14. The follow-up to the 2008 Declaration requires the Organization to introduce a scheme of recurrent discussions by the Conference to be based on modalities agreed by the Governing Body without duplication of the ILO's supervisory mechanisms. The overall objective of this scheme is to assist the Organization to understand and respond to Members' realities and needs and assess the results of ILO activities.
15. During the informal tripartite consultations on the follow-up to the 2008 Declaration on 15–16 September 2008, there was extensive discussion of the concept of the recurrent item reports, their sequence and frequency as well as the implications for the General Surveys. There was consensus that the cycle of recurrent discussions would start in 2010 with a first recurrent discussion on the strategic objective of employment;⁴ and that the second recurrent discussion in 2011 would be on social protection, either labour protection (i.e. occupational safety and health and working and employment conditions) or social security. But at least three important questions require further reflection by the Steering Group.
16. First, the question of the length of the cycle remains to be decided. Different options have been considered in the course of the preparation of the 2008 Declaration. At the last informal consultations, the Office proposed a possible six-year cycle, which has the advantage of coinciding with the six-year cycle of the Strategic Policy Framework for 2010–15. The Steering Group is invited to give further consideration to this matter, which also impacts on the sequencing and frequency of the strategic objectives to be addressed in the recurrent discussions.
17. Second, there is the question of whether the recurrent discussion on social protection at the 100th Session (2011) of the Conference would deal with labour protection or social security. The paper submitted to the Governing Body on the proposals for the agenda of the 100th Session (2011) of the Conference includes preliminary proposals on both options. A decision on this matter should be made by the 304th Session of the Governing Body in March 2009 at the latest.⁵ The Steering Group is invited to provide further guidance to the Governing Body on this matter.
18. The third question concerns the frequency of the recurrent discussions on employment and on fundamental principles and rights at work in the cycle. The answer to this question is intrinsically linked to how the follow-up to the 2008 Declaration will be synchronized with the follow-up to the 1998 Declaration (see paragraphs 24–28 below) and the decision on the length of the cycle. A related question which remains to be decided if fundamental principles and rights at work were to be addressed twice in the cycle is how the categories of fundamental principles and rights would be grouped together.
19. In the context of the discussions on the remaining questions relating to the sequence and frequency of the recurrent items, it should also be kept in mind that recurrent discussions will only constitute one item on the agenda of the Conference and that there will still be two technical items, the selection of which should be informed by the outcome of the

⁴ GB.303/3/1.

⁵ GB.303/3/2.

recurrent discussions. Hence, even if the Conference would address each strategic objective only once in the cycle, this would not preclude a Governing Body decision, based on the outcome of the Conference discussion of a recurrent item, to include a technical item on the agenda of the Conference on certain aspects of the strategic objective concerned. Indeed, it is expected that recurrent discussions will bring to the fore subjects that require in-depth thematic discussion, urgent attention or a standard-setting procedure.

20. In summary, the first step to implement this scheme of recurrent discussions will be taken at this Governing Body session as it decides on the subject to be addressed by the first recurrent item to be included in the agenda of the 99th Session (2010) of the Conference. The Steering Group is invited to provide further guidance on the concept, methodology and overall content of the Employment report.
21. A further step in the implementation of this component of the 2008 Declaration relates to General Surveys (article 19 of the Constitution). This includes the opportunity to align the subjects of General Surveys with the strategic objective covered in the recurrent item and to adapt their scope so that they can become an important source on law and practice for the discussion. A proposal on this matter, including transitional arrangements that may be required, is before the current session of the LILS Committee.⁶ In addition, it is envisaged to start a discussion on the streamlining of reporting under articles 19 and 22 of the Constitution, which could lead to a proposal in November 2009.⁷
22. In relation to the preparation of the recurrent item reports by the Office, internal arrangements have been put in place to ensure that this will be a truly Office-wide endeavour from the outset, based on an integrated approach engaging units at headquarters as well as in the field. This exercise will be an important test of the Office capacity “to change how we work” and strengthen teamwork as called for in the Director-General’s communication to all staff on the 2008 Declaration.⁸ It also responds to the call in the 2008 Declaration to improve coherence, collaboration and coordination within the Office for its efficient conduct.

Implications for the follow-up to the 1998 Declaration on Fundamental Principles and Rights at Work

23. The 2008 Declaration draws on and reaffirms the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up (1998 Declaration).⁹ There is thus no question of modifying the 1998 Declaration itself. Its follow-up section (Annex to the 1998 Declaration) says that the “Conference shall, in due course, review the operation of this follow-up in the light of the experience acquired to assess whether it has adequately fulfilled the overall purpose articulated” in Part I of the follow-up to the Declaration, namely, to encourage Members’ efforts to promote the fundamental principles and rights at work.¹⁰

⁶ GB.303/LILS/6.

⁷ GB.303/LILS/4/1.

⁸ Director-General’s Announcement, No. 36 (version 1), 13 Aug. 2008.

⁹ See 2008 Declaration, fourth preambular paragraph.

¹⁰ Annex to the 1998 Declaration, section IV(2).

24. The follow-up of the 1998 Declaration consists of three main elements: Global Reports, which cover the situation of all countries, and annual reviews which focus on countries where ratification of the fundamental Conventions has not yet taken place. If recurrent reports and their discussion under the 2008 Declaration are to periodically cover the four categories of fundamental principles and rights at work, there inevitably will be an overlap with the current yearly reporting to the Conference on these four categories. One solution would be to merge the Global Reports with the recurrent reviews. A Global Report on forced labour will be submitted to the 2009 Conference in accordance with the procedures followed to date. If the current sequence is followed after that, there would be a Global Report on child labour to the Conference in 2010 and a Global Report on discrimination in 2011. This would complete the third cycle of Global Reports.
25. The ratification rate of the relevant Conventions is currently around 90 per cent. Annual reviews have led to the creation of baseline information for each of the situations of non-ratification. The 1998 Declaration follow-up provided for the establishment of a group of independent Expert-Advisers to review the information and prepare an introduction to these reports, drawing the attention of the Governing Body to any aspects that might call for more in-depth discussion. This group prepared the introduction for the annual reviews presented during the 2000-08 period. The continuation of the group of independent Expert-Advisers is not currently foreseen, but the compilation will be presented to the Governing Body at its March 2009 session. It should also be noted that the same countries and Conventions are covered by another exercise undertaken by the Office that gathers similar information although for a different purpose, namely the ratification campaign of fundamental Conventions, which started in 1995. The results of this campaign are reported to the LILS Committee every November.
26. The third element of the follow-up is technical cooperation for the realization of the fundamental principles and rights. The Global Reports have led to action plans for each of the four categories. In addition to the specific programmes on child labour (IPEC) and forced labour, there is a wide range of activities which imply cooperation across the Office, notably on more focused action regarding freedom of association and discrimination at work.
27. The Office proposes to prepare a paper setting out options to adapt the follow-up of the 1998 Declaration for discussion by the Steering Group at its March 2009 session, following informal consultations. The formal review of the follow-up of the 1998 Declaration could be concluded by the 99th Session (2010) of the Conference.

Technical assistance and advisory services

28. All efforts regarding partnerships, technical cooperation and resource mobilization are being reoriented towards assisting the constituents in their efforts under the 2008 Declaration. Current technical cooperation policies and the resource mobilization strategy will be reviewed and adapted in order to make the best use of financial and human resources, and to strengthen and streamline technical cooperation and expert advice provided to the tripartite constituents within the framework of country programmes for decent work and the United Nations system, including the United Nations Development Assistance Frameworks (UNDAFs). Already, the Office has strengthened its appraisal procedures for technical cooperation proposals to ensure they are aligned with ILO priorities at the subregional and country level, that they respond to clearly identified resource needs, that they address the strategic objectives in a manner that reflects their inseparable, interrelated and mutually supportive nature, and that they meet quality standards.

29. On the basis of the principles of interdependence, solidarity and cooperation among all Members of the ILO, the Office will further explore innovative routes and mechanisms to mobilize the resources required to assist individual Members and the social partners in their efforts to make progress on all four strategic objectives. This, together with other principles of the 2008 Declaration, was discussed during the Third Informal Meeting of ILO Donors on 16–17 October 2008.
30. In accordance with the principles and guidelines agreed by the Governing Body in March 2008,¹¹ the Office is finalizing the operational guidelines that will help to move forward in developing new partnerships with non-State entities, such as multinational enterprises and global trade union networks. The development of such partnerships will be done in consultation with the social partners. ILO operational programmes and objectives will also be promoted through effective partnerships within the United Nations and the multilateral system, including international finance institutions, in line with the partnership milestones outlined in the SPF. In this regard, the promotion of the CEB *Toolkit for mainstreaming employment and decent work* will be a key element in promoting decent work through the multilateral system.
31. The field structure review has implications for the provision of advisory services to constituents. An Office paper on this subject will be presented to the Programme, Financial and Administrative Committee (PFAC) in March 2009. A revised Human Resources Strategy will be presented to the November 2009 meeting of the PFAC. It will address, among other issues, technical capacity, staff development and the skills base of the Office.

Research, information collection and sharing

32. The research efforts of the Office will be focused on the need to better understand and show how the four strategic objectives interact with each other and the positive synergies that exist between them. As indicated in the SPF, a comprehensive knowledge strategy will be developed for 2010–15. In line with the 2008 Declaration, it will aim at strengthening the Office's knowledge base to better serve constituents and to enhance the ILO knowledge base through solid research.

Country studies

33. As an immediate step, it is proposed to launch four voluntary pilot country studies to provide evidence-based research to show the challenges and opportunities involved in promoting the Decent Work Agenda, in an integrated manner, in the respective countries. Evidence from the country studies will provide the Organization with concrete examples of how countries at different levels of economic development can implement a policy package consistent with decent work goals, and how the pursuit of decent work goals can foster socio-economic development. At this stage, it is proposed that the Office and the International Institute for Labour Studies will incorporate this item in their workplans. In addition to the results of the research, the pilots will provide a means to develop the methodology to support the possible introduction of country studies or peer reviews as envisaged by the 2008 Declaration. This pilot exercise should start early in 2009 and be completed by the end of 2010.

¹¹ GB.301/TC/1.

Measurement of decent work

34. Further to the conclusions of the Tripartite Meeting of Experts on the Measurement of Decent Work (Geneva, 8–10 September 2008), the Office is developing clear decent work indicator definitions and guidance on the interpretation of these indicators and proposes to test the revised set of indicators in a number of pilot countries (three to five countries) before reporting back to the Governing Body in November 2009. A report of the Meeting and the proposed follow-up activities is presented to this session of the Governing Body.¹² A report of the Meeting will also be submitted to the International Conference of Labour Statisticians (November–December 2008).

Promotion of the 2008 Declaration

35. The publication of the 2008 Declaration in booklet form in Arabic, Chinese, English, French, German, Russian and Spanish and a communication by the Director-General to all ILO staff were the first steps taken to promote the 2008 Declaration. The Director-General has also sent a letter with the 2008 Declaration to all Heads of State and ministers of labour in member States. In line with the call in the 2008 Declaration to engage the multilateral system, he wrote to the UN Secretary-General, drawing his attention to the 2008 Declaration and proposing that it be considered at the next session of the United Nations System Chief Executives Board for Coordination (CEB) at the end of October 2008. Activities related to the 2008 Declaration are also being considered to mark the first celebration of the World Day of Social Justice that will take place on 20 February 2009.¹³
36. The overall objectives of a communications strategy are, first, to raise awareness of the 2008 Declaration and its content among internal and key external actors, and, second, to support the realization of its objectives. An effective communications strategy must involve the constituents, partner agencies and organizations as well as the wider public. The Steering Group is invited to provide guidance on the key elements to be included in such a communications strategy. Further details on a communications strategy will be presented in the final implementation plan to be submitted to the Steering Group in March 2009.

Geneva, 24 October 2008.

Submitted for debate and guidance.

¹² GB.303/19/3.

¹³ At its 62nd Session, the UN General Assembly decided to observe 20 February annually as the World Day of Social Justice, starting in 2009 (Resolution A/62/10).

Appendix

Steering Group on the Follow-up to the Declaration (2008): Preliminary implementation plan

Administration, resources and external relations

Item	Mandate	Next steps	Forum	Time frame
Strategic Policy Framework (SPF)	Resolution, para. 2(b)(1)(a)–(i) refers to some elements of the SPF	Informal consultations		September 2008
		Draft SPF	PFAC/GB	November 2008
		Informal consultations		November 2008–March 2009
		Approval of SPF	PFAC/GB	March 2009
Programme and Budget for 2010–11		Preview	PFAC/GB	November 2008
		P&B proposals and approval	PFAC/GB	March 2009
		P&B proposals and approval	Finance Committee/ILC	June 2009
Effective governance (Governing Body/Conference)		Issues raised in SPF	PFAC/GB	November 2008
		SPF	PFAC/GB	March 2009
		Informal consultations		During 2009
		Proposals for improvement	PFAC/GB	March 2010
Standards most relevant to governance	2008 Declaration, follow-up, Section II(A)(vi)	Proposal for a promotional campaign	LILS/GB	November 2008

Understanding and responding to Members' realities and needs				
Item	Mandate	Next steps	Forum	Time frame
Recurrent discussions: Cycle, sequence and frequency	2008 Declaration, Section II(A)(i)/ follow-up, Section II(B)	Informal consultations		September 2008
		Discussion of preliminary implementation plan	Steering Group/GB	November 2008
		Informal consultations		Early 2009
		Adoption of final implementation plan	Steering Group/GB	March 2009
First recurrent item: Employment		Guidance on scope and methodology of report	Steering Group	November 2008
		Decision to place item on the agenda of the 99th Session (2010) of the Conference	GB	November 2008
		Proposal on article 19 questionnaire for a General Survey	LILS/GB	November 2008
		Informal consultations		Ongoing
		Conference recurrent discussion	Technical committee/ILC	June 2010
Second recurrent item: Social protection		Guidance on option between labour protection and social security	Steering Group	November 2008
		Preliminary discussion	GB	November 2008
		Decision to place item on the agenda of the 100th Session (2011) of the Conference	GB	March 2009
		Proposal on article 19 questionnaire for a General Survey	LILS/GB	November 2009
		Informal consultations		Ongoing
		Conference recurrent discussion	Technical committee/ILC	June 2011
Implications for the follow-up to the 1998 Declaration	Resolution para. 2(b)(II)(b)/ 1998 Declaration, follow-up, Section IV, para. 2	Discussion paper submitted to informal consultations		Early 2009
		Proposals on the follow-up	Steering Group/GB	March 2009
		Review by the Conference	ILC	June 2010
Streamlining of reporting	Resolution, para. 2(b)(II)(e)	Discussion on streamlining of reporting articles 19 and 22	LILS/GB	November 2008–November 2009
		Proposals for streamlining reporting articles 19 and 22	LILS/GB	November 2009

Technical assistance and advisory services towards an integrated and coherent strategy

Item	Mandate	Next steps	Forum	Time frame
Technical cooperation	2008 Declaration, Section II(A)(ii)/follow-up, Section II(C)/resolution, para. 2(b)(l)(h)	Resource mobilization strategy being reviewed	Third Informal Meeting of ILO Donors	16–17 October 2008
		idem	Informal consultations	Ongoing
		Appraisal of TC and needs assessment mechanism	Informal consultations	Ongoing
New partnerships	2008 Declaration, Section II(A)(v)	Operational guidelines are being developed to move forward on public–private partnerships	Informal consultations	Ongoing
		Other partnerships		Ongoing
Assistance to Members on bilateral or multilateral agreements	2008 Declaration, Section II(A)(iv)	Developing a knowledge base		March 2010
Field structure review	Resolution, para. 2(b)(l)(b)	Briefing	Committee on Technical Cooperation	November 2008
		Proposals	PFAC/GB	March 2009
Revised Human Resources Strategy	2008 Declaration, Section II(A)/resolution, para. 2(b)(l)(d)	Strategy paper 2010–15 (relevant information included in SPF and programme and budget)	PFAC/GB	November 2009

Research, information collection and sharing on the interaction between the strategic objectives

Item	Mandate	Next steps	Forum	Time frame
Country studies	2008 Declaration, Section II(A)(iii)/ follow-up, Section II(D)(i)	Proposals	International Institute for Labour Studies/GB	November 2008
		Four pilot country studies	GB	2009–10
Measurement of decent work	2008 Declaration, Section II(B)(ii)/ follow-up, Section II(C)(iii)	Discussion paper on monitoring progress towards decent work	Tripartite Meeting of Experts	September 2008
		Report on Tripartite Meeting of Experts	GB	November 2008
		Discussion on framework for measuring and monitoring decent work	International Conference of Labour Statisticians	November–December 2008
		Following pilot country testing, review progress made and request guidance on future work	GB	November 2009
Promotion	2008 Declaration, Section III(A)	Preliminary discussion on a communications strategy	Steering Group	November 2008
		Proposals for a strategy	Steering Group/GB	March 2009
