

IV. MOBILIZING ACTION FOR CHANGE

Introduction

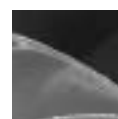
Follow-up at the national level

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Introduction

583. A variety of voices are pressing the case for change in the current process of globalization. The wide-ranging recommendations in previous sections are a response to that demand. But there is no guarantee of consistent action without systematic follow-up to the recommendations we make. We propose action to engage the commitment and sustained involvement of both State and non-State actors. In all cases we envisage a central role for the multilateral system of the United Nations in animating and supporting the follow-up process as a whole.

584. Follow-up has to be national as well as international. Much can be done by national governments and national non-State actors. Based on our experience of national dialogues, we make a specific proposal below to expand exchange and interaction between the many groups within countries which are concerned with globalization issues.

New actors
and forces
needed to help
find solutions

585. The nature of globalization requires us to look beyond inter-governmental processes and nation States, to involve new actors and forces that can help find solutions. We need the energy, creativity and reach of the many networks of non-State actors which are already active, involving both business and civil society.¹¹³ We need to adapt international institutions to the realities of the new era. This means forming coalitions for change, often with partners well beyond the precincts of officialdom.

586. We invite governments, parliaments, international organizations and other relevant actors, such as the International Confederation of Free Trade Unions (ICFTU),

¹¹³ Many aspects of globalization are already being examined in different fora such as the World Economic Forum and the World Social Forum. In addition, many innovative projects are under way, such as the International Forum on Globalization, the Ethical Globalization Initiative, the Global Stakeholder Panel Initiative on Globalization and Global Governance and the State of the World Forum's Commission on Globalization.

the World Confederation of Labour (WCL), the International Organisation of Employers (IOE), the International Chamber of Commerce (ICC) and relevant NGOs, to examine and, where appropriate, to act upon our recommendations for improving national and global governance and ensuring greater coherence in policies relating to globalization. We welcome the Helsinki Process on Globalization and Democracy, and look to it to deepen dialogue on some of our key recommendations.

587. We have made many recommendations, but commitment is central. The guiding values and principles for globalization, which we have highlighted in our vision, provide the basis for a widespread commitment to a fair and inclusive process of globalization. We invite all stakeholders mentioned in this Report to be guided by those values and principles in their own conduct and activities, and in the relationships and rules that govern the process of globalization.

588. At the international level, we envisage follow-up action to be undertaken in two phases. The first phase would aim to publicize and build widespread awareness of and support for the proposals and objectives. The second phase would initiate action to change the current process of globalization in line with the policy recommendations in this Report.

Phase one:
building
awareness
and support

589. As part of the first phase of action we encourage all actors within the global community to use this Report as a basis for discussion and analysis; to consider its policy proposals; to take up recommendations; and to develop plans for advocacy and action. In our work we have attempted to move from confrontation to dialogue. We hope that this Report will provide a platform where consensus can be built to take the necessary corrective action.

590. In the first instance, our Report will be submitted to the Governing Body of the ILO which established the Commission. At the same time, in view of the wide-ranging scope of the Report, it will be submitted to the Secretary-General of the United Nations, and presented to all Heads of State and Government on the occasion of the 59th session of the United Nations General Assembly. The Report will also be presented to other intergovernmental bodies and groupings, including ECOSOC, the Executive Boards of the IFIs, the WTO, the Regional Economic Commissions of the UN, the EU, the AU, the Arab League, the Organization of American States, the Association of South-East Asian Nations, the South Asian Association for Regional Cooperation, the Group of 77 (G77) and G8. We also intend to present the Report to major actors of the global community, such as workers' and employers' organizations, business associations, parliamentarians and local authorities, relevant NGOs, academic institutions and foundations, professional and consumers' associations, religious groups, economic and social councils, political parties and social movements. We urge all these fora to debate our recommendations and consider appropriate follow-up action in their own spheres of responsibility.

591. Clearly, the implementation of the commitments taken in the United Nations Conferences of the 1990s, and in the Millennium Summit Declaration, would go a long way towards meeting the goals laid out in this Report. But it is important to reiterate that achieving a fair globalization depends on the political decisions of the most powerful actors to move forward. Those with the authority to decide in government, parliaments, business, society and international organizations will have to assume their responsibilities.

592. A significant number of our recommendations can be implemented through reaching fair and balanced outcomes in ongoing negotiations within existing multilateral frameworks. Others, however, will involve the more complicated task of developing new frameworks and policy initiatives. We concentrate on this latter group of recommendations in what follows.

Phase two:
greater policy
coherence and
better policy
development

593. The second phase of the follow-up action will be based on a strategy for greater policy coherence and for better policy development. This will consist of several elements. First, we urge that action be initiated at the national level to review and follow up our recommendations on local, national, and regional policies. Second, we also urge that immediate steps be taken to launch initiatives for achieving greater policy coherence within the multilateral system, and we make a specific proposal on this. Third, we propose a process to develop specific policies to implement the key recommendations, with the involvement of all concerned stakeholders. Fourth, we recommend that a Globalization Policy Forum be established among interested international organizations. Fifth, we propose more systematic research to provide essential technical inputs to support this process and, more generally, to strengthen the knowledge base on the social dimension of globalization.

Follow-up at the national level

594. A key part of the follow-up to our recommendations should take place at the national level. We invite all governments and non-State actors to review the broad set of recommendations we made in section III.1 of the Report on national, local and regional policies to enable countries to benefit more from globalization, and to ensure that these benefits extend to all people. We draw special attention to the importance of strengthening national governance, of achieving greater coherence in national policies on issues of global governance, of adopting the goal of decent work for all as a central policy objective, and of social dialogue in the policy formulation process.

Broad-based
dialogue is
essential

595. The national dialogues organized by the Commission created new opportunities for exchange and interaction between many different groups concerned with globalization. They showed the value of analysing and deepening exchanges between different actors at the national level. Broad-based dialogue aimed at reconciling differences in perspectives and interests is a fundamental step towards achieving the social cohesion that is essential for upgrading the capacity of countries to defend their legitimate national interests.

596. We therefore invite governments and other actors to take forward this dialogue, in the light of the recommendations of our Report. We call on governments to consider appropriate mechanisms for this purpose, by utilizing existing facilities or by creating new public platforms, such as national commissions on the social dimension of globalization. This would bring together diverse stakeholders to raise issues of concern, and help broaden understanding of the impact of globalization on people and communities. They would aim to identify problems, disseminate information, share good practices and consider alternative policy responses. The outcomes of these exchanges should feed into the work of the multilateral agencies at the country level that is proposed below. It will be essential to support these national dialogues through strengthening national research programmes and networks on the social dimension of globalization. It will also be useful to support networking among these national commissions as a means of learning from different experiences with policy responses to globalization.

The multilateral system

597. The multilateral system of the United Nations system, the World Bank, the IMF and the WTO have a clear responsibility to take forward the call of the Millennium Declaration to “make globalization a positive force for the world’s people”. That is no less than the abiding challenge of the 21st century. It must be the unifying theme for their activities.

598. The purpose of any reform of the multilateral system should be to make it more democratic, participatory, transparent and accountable. Such reform is essential for realizing our vision of a fairer and more inclusive process of globalization.

599. While we do not envisage that action on all recommendations in this Report should be confined to the organizations of the multilateral system, we do believe that many should be centred there. Major projects on globalization already exist in the United Nations, its Funds, Programmes and Specialized Agencies.¹¹⁴

600. Beyond their direct support to the follow-up of this Report, we invite the governing bodies of the relevant international organizations concerned, to consider how to take account of our recommendations in the development of their own programmes. This would help to provide the underpinning necessary to change the rules and shift policies towards a fairer and more democratically governed globalization.

601. However, in order to discharge this pivotal role effectively the multilateral system needs to be strengthened. A key requirement is a renewed political commitment to multilateralism. All countries must acknowledge their common interest in, and obligation to, a strong, effective multilateral system that can support a fair, productive and sustainable global economy.

602. Moving towards a values-based globalization requires coherence of action on values between different international organizations within the multilateral system. It also requires more effective international promotion and realization of universal values. As a first step, all international organizations should apply their mandates in ways that respect human rights consistent with their obligations under international law. Second, we invite each organization of the multilateral system, particularly the UN Commission on Human Rights and the ILO, to examine their existing procedures and current systems for the promotion and protection of universally accepted principles and human rights, in order to better implement them in practice, and to improve the international dialogue on shared values.

Achieving policy coherence

603. In principle, there is congruence between the founding principles and aims of the main international organizations, and they therefore share many objectives. International law requires them also to interpret their mandates, as far as possible, in harmony with the mandates of other international organizations, and in line with the ultimate goals they have in common. They should all, irrespective of differences in economic power and influence, apply their mandates in practice in ways that do not place their members in contradiction with obligations which they have also undertaken in other international instruments and treaties.

¹¹⁴ Such as those of FAO, ILO, IFAD, UNCTAD, UNDP, UNEP, UNESCO, UNIDO and WHO.

Reform of the multilateral system to make it more democratic, participatory, transparent and accountable

604. In practice, the multilateral system is under-performing in terms of ensuring coherence among economic, financial, trade, environmental and social policies to promote human development and social progress. As argued earlier, international rules and policies have favoured measures for market expansion over economic and social policies to achieve a pattern of globalization that benefits all countries and all people. This has been a reflection of the greater economic power and influence of organizations dealing with trade and finance compared to those dealing with development and social policy. A key aspect of ensuring greater coherence for a fair and inclusive globalization is thus the redressing of these unbalanced outcomes.

605. Ensuring greater coherence among policies is the responsibility not only of the organizations of the multilateral system but also of the governments and parliaments which oversee their work. In particular, the international organizations need to be given a clear political mandate to achieve greater policy coherence.

Regular national reviews of the social implications of economic policies

606. An important means of achieving greater policy coherence so as to redress the imbalance between social goals and economic policies, and hence to shift the focus from markets to people, lies at the national level. We recommend that there should be regular national reviews of the social implications of economic, financial and trade policies. The IMF and the WTO conduct regular reviews of these latter policies but they focus on issues within their respective mandates. There is a clear need for reviews that examine the implications of these policies for decent work, gender inequality, education, health and social development. They should aim to expand the space for national policies to promote social development. These reviews should be undertaken by the ILO¹¹⁵ and other relevant organizations of the international system with a mandate on social issues such as the UNDP and the Specialized Agencies of the UN. National ownership of the entire process is indispensable. As far as employment is concerned, the ILO's Employment Policy Convention provides a framework which could be used as the basis for a global approach.

607. At the international level we propose that a new operational tool be systematically developed to upgrade the quality of policy coordination between international organizations on issues in which the implementation of their mandates intersects and their policies interact. This would correct the imbalance between economic and social policies, eliminate the harm inflicted by policies working at cross-purposes, and harness the synergy from complementary policies.

Policy Coherence Initiatives needed to address key issues

608. We recommend that Policy Coherence Initiatives (PCI) be undertaken by the relevant organizations on key issues addressing the social dimension of globalization. The objective would be to progressively develop integrated policy proposals that appropriately balance economic, social and developmental concerns on specific issues.¹¹⁶

609. We invite all Executive Heads of the multilateral system to consider issues for Policy Coherence Initiatives with other agencies in which they consider that, by working together, they can make a contribution to a more fair and inclusive globalization. A number of priority issues that are cross-cutting in nature could be

¹¹⁵ As pointed out in paragraph 508 above, the ILO already has an explicit constitutional mandate to oversee the social implications of international economic policy.

¹¹⁶ Some efforts to develop integrated policy approaches are already under way, involving UNAIDS, system-wide follow-up of the MDGs and the recently created Geneva Migration Group.

immediately considered. These include employment creation and the reduction of poverty, gender inequality and the empowerment of women, the integration of the informal economy into the economic mainstream, the protection of core labour rights, education, health, food security and human settlements.

610. Executive Heads of the Agencies could decide to move forward with other organizations on issues they consider appropriate for Policy Coherence Initiatives and define in each case the best method of joint work. The understandings reached on balanced policies for achieving more equitable outcomes would be brought to the attention of their respective boards or governing bodies for consideration and action. The Chief Executives Board of the United Nations, headed by the Secretary-General, and the Economic and Social Council would be kept informed of the evolution of these initiatives. This approach would significantly enhance the quality of policy-making while using a methodology which is flexible and can be applied in a pragmatic manner.

611. In the first instance, we invite the Executive Heads of the relevant UN bodies, the World Bank, the IMF, the WTO and the ILO to address the question of global growth, investment and employment creation, through a Policy Coherence Initiative. Given the questions dealt with in the Report, we consider this subject to be of the highest priority. The institutions involved could make a significant contribution by addressing this major concern of government, business, workers, civil society and people everywhere. Such an initiative would respond to a major political demand in all countries, and would demonstrate the capacity of the institutions concerned to pioneer new cooperative ways to find solutions in this critical field.

Global growth,
investment and
employment
creation

Better policy development

612. Follow-up also requires a process to further develop specific recommendations into operational policies, in the light of the views and interests of those most directly affected by them.

613. We suggest that our proposals be further considered and developed through a series of Policy Development Dialogues. The dialogues would create space for communication and exchange between all actors concerned. They should be designed to bring about agreement on and concrete implementation of specific policy proposals in the medium to long term. They can also serve to initiate or deepen discussions on important policy issues that have received relatively little attention to date.

Policy
Development
Dialogues

614. Such dialogues would engage administrators, politicians, parliamentarians, business, labour, civil society, and other groups under-represented in formal governance structures. They would thus bring into the process those who have important expertise in relevant fields, those whose interests are at stake, and those with responsibilities in the implementation of change.

615. The nature of each dialogue, its agenda and the participants could vary, depending on the stage of the debate and the subject involved.

616. These policy dialogues could include the following areas:

- Building a multilateral framework for the cross-border movement of people. A process is laid out in paras. 440–44. The United Nations Secretariat, ILO, IOM, OHCHR, UNHCR, UNCTAD, and the United Nations Office on Drugs and Crime (UNODC) should all be engaged.

- Corporate social responsibility for a fairer globalization. It is proposed in para. 557 that the ILO convene a forum on this issue. The IOE and the ICFTU should play a major role.
- A development framework for FDI, which balances the rights and responsibilities of investors (domestic and international), host and home countries, taking into account the social impact (para. 399). This would involve all relevant international organizations and ensure that all interests are represented.
- Globalization, adjustment and social protection (paras. 490–91). This dialogue would build a policy agenda aimed at strengthening social protection in the global economy. It would engage UNDP, the World Bank, WTO, IMF and ILO among others.
- Global capacity building on education and skills for information technology to widen the benefits from globalization (para. 487). Building on the existing Education for All initiative and the outcome of the World Summit on the Information Society, this should be led by UNESCO and the World Bank, and engage the International Telecommunications Union (ITU), UNDP and others.
- The contribution of regional and sub-regional integration to a fairer globalization (paras. 333–34). This would engage the secretariats of the regional organizations concerned, along with the UN Regional Economic Commissions, regional parliamentary assemblies, regional development banks and other regional bodies, along with relevant international organizations.
- Gender equality as an instrument for a more inclusive globalization bringing together the United Nations, UNDP, the United Nations Development Fund for Women (UNIFEM) and other relevant actors.

617. We call on international organizations to promote and contribute to these dialogues on subjects that are within their respective mandates.

618. Beyond these focused policy dialogues, we believe that there is a need for a broader platform for exchange of ideas among people with different perspectives on globalization. Our experience as a Commission has convinced us that this exchange is fruitful. As individual members of the Commission we reflect views from different parts of the world, from business and labour, as policy-makers and parliamentarians, from civil society and the academic world. We have found that bringing our views into dialogue enriches our understanding, even when – as is sometimes inevitable – we differ. It is an essential step towards finding common cause and ways forward. Our national and regional consultations have likewise shown the value of dialogue in promoting broader exchange and mutual understanding, and in identifying possible actions by different social actors in the common interest.

Proposal for a
Globalization
Policy Forum
involving
interested
international
organizations

619. For this reason, we recommend that a Globalization Policy Forum be established among interested international organizations, as part of a sustained effort to make dialogue between different points of view the foundation of a fairer globalization. It would examine the key issues relevant to the social dimension of globalization.

620. The role of the Forum will be to mobilize the collective effort of the multilateral system to create a platform for multi-stakeholder dialogues and to build public support for proposals emerging from them. Such a Forum would be a space which could bring together the agencies of the multilateral system, and in particular the UN and its specialized agencies, with other organizations, groups and individuals who are concerned with the social dimension of globalization. It would

assess the social impact of developments and policies in the global economy on a regular basis. It would tap the knowledge, resources and perspectives of all participating organizations in monitoring trends on the social impact of globalization and analysing key policy issues.

621. We believe that, in the light of the experience of the World Commission on the Social Dimension of Globalization, the ILO should take the initiative to follow up this recommendation in cooperation with interested international organizations.

622. Participating institutions could also make an important contribution by preparing a regular “State of Globalization Report” reflecting the experience and perspectives of their wide-ranging constituencies.

Research support

623. The actions proposed above on the social dimension of globalization need to be grounded in better information on trends in globalization and its impact on people and communities, and in-depth analysis of international policies on key issues. We need to draw on multiple sources and expertise from all regions of the world. Knowledge development is essential to make globalization a positive force for people throughout the world, and to support the specific proposals we have made to this end. Better and more gender-sensitive monitoring and measurement, research, policy reviews, and systematic reporting are all necessary to mobilize public opinion and guide action.

Better monitoring and measurement

624. What is measured is acted upon. We badly need a stronger, up-to-date knowledge base on globalization. While aggregate information already exists on many economic dimensions of globalization such as trade, movement of people and capital flows, these data are incomplete. They need to be extended and reinforced with better information on subjects which are poorly covered at present, such as global production systems and their networks of suppliers, the spread of and access to technology, and the growing international networks of people and organizations. Reliable and regular information, disaggregated by gender, is also required on the social impact of globalization and the distribution of its benefits. This work should build on and connect with a wide variety of existing attempts to improve measurement of progress. We also need better, more reliable and more systematic information on the attitudes and reactions of people to key globalization-related issues. The aim would be to provide new survey instruments which could help answer the question: how can globalization respond to people’s needs and aspirations?

Need for a stronger, up-to-date knowledge base on globalization

625. On all of these areas there is a need to bring together the work of statistical offices and observatories around the world which are collecting and collating information on these topics, and promoting networking and exchange.

More systematic research programmes

626. The work of the World Commission has revealed the need for more information and better analysis of the social dimension of globalization. In-depth reviews of key policy issues are also badly needed.

... and for in-depth reviews of key policy issues

Multilateral organizations should develop joint research programmes

627. In almost all countries, one or more research institutions are engaged in research into various aspects of globalization.¹¹⁷ Instead of replicating existing efforts, we encourage all such institutions and networks to collaborate and invest in a broad-based common research effort on the social dimension of globalization, engaging the multilateral system as well as NGOs. We believe that networks of national, regional and global institutions could build the capacity needed to address different aspects of the social dimension of globalization in a coherent and multidisciplinary way. For example, a key aspect is the development of a basic socio-economic floor at the national level in the context of the global economy.

628. The main multilateral organizations should also develop joint research programmes on the key issues. UNCTAD, WTO and ILO should establish a joint research programme to objectively examine the impact of trade developments on the quantity and quality of employment, and the gender implications of this impact. Similar inter-organizational programmes should be developed to examine significant changes in finance and development policy, and to find ways to reinforce positive linkages between rights, employment and development.

629. Apart from the Policy Development Dialogues, we also call for general support to existing multidisciplinary task forces and policy forums which bring together researchers, policy-makers and civil society networks to identify viable options in these and other domains. This can contribute to the goal of policy coherence. A number of existing initiatives can provide the foundation for such an effort. In addition, a regular academic conference and journal on the social dimension of globalization would also help to maintain open intellectual debate and provide a route for the regular publication of empirical research. There is a strong case for developing this on a regional basis, so as to ensure that all regions of the world can engage with such initiatives.

Institutional support

630. We invite the ILO and other interested organizations to give operational assistance to the overall follow-up of this Report. There will clearly be a need for the institutions involved to mobilize extra-budgetary resources to implement many of these initiatives. In view of the substantial stake the international community has in realizing a fairer globalization, we look to donor countries and other funding institutions to support this endeavour.

631. We recognize that an active follow-up by members of the Commission is necessary to help achieve tangible results. We will monitor reactions to the Report, support campaigns and debates, and promote policy action in different fora. We shall remain engaged to carry forward our recommendations.

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¹¹⁷ Many are specialized in the subject, such as the Yale Center for the Study of Globalization and the London School of Economics Centre for the Study of Global Governance. Many institutions are members of regional networks such as the Council for the Development of Social Science Research in Africa (CODESRIA) in Dakar, the Economic Research Forum for the Arab Countries in Cairo, CLACSO in Buenos Aires and similar networks in other regions. Others form part of global networks such as the Global Development Network or participate in global projects such as those of the United Nations University World Institute for Development Economics and Research (UNU-WIDER) in Helsinki, the International Institute for Labour Studies, UNRISD, and the South Centre in Geneva.

632. As we stated at the beginning, ours is a critical but positive message. We have sought to reflect the values and aspirations of people everywhere for a fair globalization: one which respects the diversity of needs and perspectives, and where there is greater opportunity for all.

633. The task ahead is to generate the political will which can turn commitment into action. Progress demands a more open exchange and an improved quality of dialogue between all concerned. We suggest new initiatives which respond to current needs for the better governance of globalization, both between countries and within them. They are based on the awareness of growing interaction and interdependence and guided by a sense of solidarity.

634. Our proposals call for a wider participation of people and countries in the making of policies which affect them. They require those with the capacity and power to decide – in governments, parliaments, business, labour, civil society and international organizations – to assume their common responsibility to promote a free, equitable and productive global community.

Turning
commitment into
action