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Programme, Financial and Administrative Section

PFA

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DRAFT MINUTES

Programme, Financial and Administrative Section

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Programme, Financial and Administrative Segment

First item on the agenda

The ILO's Strategic Plan for 2018–21 ([GB.328/PFA/1](#))

1. *The Employer spokesperson* expressed his appreciation for the consultation process and for the clarity and conciseness of the document. He noted, however, that the diagnosis contained in the Strategic Plan was far too pessimistic and did not reflect current and future opportunities in the world of work. It was built around current programme and budget outcomes, while it should have examined the most pressing challenges and opportunities, and included measurement and monitoring of outcomes and impact. The issues raised in paragraph 13 should be considered on a regular basis in order to ensure that policies and programmes were responsive to change and met constituents' needs. While his group agreed that sustainable enterprises were key to job creation, there was insufficient evidence that the trend towards non-standard work offered significant new opportunities and choices (paragraphs 15–16). The ILO's centenary would provide an opportunity to take stock of its efforts to achieve social justice in the world of work, but the 2012 reform was still ongoing and further improvements, including greater synergy between headquarters and regional services, were needed. In section C on the strategic vision, ILO 2021, his group particularly welcomed the goals set out in paragraph 36(a) and (f), which would allow the Organization to reach out to the most vulnerable and disadvantaged; play a leading role in the implementation of the 2030 Agenda for Sustainable Development (2030 Agenda); strengthen its function as a knowledge reference in response to new technologies in the world of work; and address climate change, related environmental issues and the informal economy, which, curiously, was not covered by the Strategic Plan. However, it would be counterproductive to expand the number of cross-cutting policy drivers by adding a fourth one on environmental sustainability (paragraph 44) or to add the reference to global supply chains in outcome 7, which would dilute the outcome while at the same time not achieve much in terms of addressing the new inclusion.
2. While supporting the Office's need to focus and prioritize, it was concerned that the document was insufficiently clear as to priorities and focus among the ten outcomes, four cross-cutting policy drivers, three enabling outcomes and seven Centenary Initiatives; the ILO should avoid spreading itself too thinly. Strengthened accountability through the Governance Initiative and the Decent Work Country Programmes (DWCPs) and more effective, efficient and integrated use of ILO resources were essential. His group therefore supported the proposal to redeploy resources from back-up and administration to frontline technical functions. Successful implementation of the Strategic Plan would require strong, representative and independent workers' and employers' organizations, interacting with each other and with governments. He therefore queried the reference to declining membership in workers' and employers' organizations (paragraph 21); unless substantiated by empirical evidence, that reference was not appropriate.
3. *An Employer member from the United Kingdom* said that as his country's employers were no longer permitted to attend the meetings of the Employers' group, they were not able to align themselves with the group's views. In the interest of clarity, an executive summary of the Strategic Plan should have been provided. Given the diverse and complex forms of work and employment relationships, the unifying focus of the Plan should be the elimination of poverty and the creation of "decent" jobs. While the Centenary Initiatives would be central during the period up to and beyond 2019, the ILO 2021 vision should be more closely aligned

with Goal 8 of the Sustainable Development Goals (SDGs) through policies that supported production, decent job creation, entrepreneurship, creativity and innovation, and encouraged the formalization and growth of micro-, small and medium-sized enterprises, including by increasing their access to financial services. Measurable key performance indicators were needed in order to ensure accountability for results and to assess progress towards the Goals. Unlike the Employers' group, the UK employers supported the addition of a cross-cutting issue on environmental sustainability, which was aligned with the SDGs. They wondered how success could be measured in the case of targets that might not lend themselves easily to measurement (paragraph 57) since it was difficult to know which factors were the most critical without tracking them. Business appreciated that it was not easy to hold people accountable for results, but clear lines of responsibility had to be identified to avoid situations where no one felt truly responsible. It was important to remain positive during a large or long-term effort and, to that end, the ILO 2021 goals should be broken down into key drivers so that they could be achieved in stages. The speaker supported the draft decision.

4. *The Worker spokesperson* acknowledged that the Organization would need to intensify its work for social justice during the period covered by the Strategic Plan. With regard to section A of the document, he noted that the effects of the 2008 crisis were still being felt: in many countries, workers were unable to organize or were harassed, threatened or killed when they attempted to do so, and crisis response had reduced coverage of collective bargaining with priority being given to collective bargaining in the workplace at the expense of the sectoral and national levels. The Organization should advocate more strongly for implementation of the policy recommendations adopted in the past based on the strategic objectives of the Decent Work Agenda. Overall, the document lacked general analysis and contained little on the situation of women at work, with the exception of gender equality in the context of the Women at Work Initiative (paragraph 49). This issue should be part of the analysis of the world of work context and, in turn, inform the strategic vision of the ILO in a more systematic manner. It was often said that flexible labour markets were more efficient and made it easier to create jobs, but the few jobs that were created were often of poor quality. The conclusions of the February 2015 tripartite Meeting of Experts on Non-Standard Forms of Employment rightly stated that decent work deficits were more common in non-standard forms of employment and that all workers, irrespective of their contractual arrangements, deserved decent working conditions. Therefore, while his group agreed that no man or woman engaged in full-time work should receive income below that which was required to keep him or her out of poverty (paragraph 18), he trusted that the Office did not mean to suggest that those not engaged in full-time work had no right to such an income. Paragraph 19 noted that social dialogue and tripartism had come under pressure in recent years. While many trade unions were endeavouring to address that problem, a number of challenges made that task more difficult and should be addressed in the lead-up to the 2019 centenary. Such challenges included: new forms of work resulting from information technology; the growth of precarious, informal, atypical and subcontracted work; and frequent failure to implement the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98). The social partners' role was increasingly conflated with that of other stakeholders and, in many countries, was being challenged by nationalist or populist ideas rooted in frustration at deteriorating working and living conditions. The ILO must fulfil its mandate to ensure genuine recognition of the tripartite constituents, social dialogue and collective bargaining. Turning to section B of the document, he said that for reasons of both chronology and importance, the ILO Declaration on Social Justice for a Fair Globalization should have been listed first in paragraph 23. The ILO must step up its technical advice at country level using a balanced approach to the four objectives of the Decent Work Agenda and must take a leading role in its work with international financial institutions and other multilateral organizations, some of whose recent policies were contrary to the Organization's values. His group endorsed the strategic vision set out in section C (paragraphs 33–34) but would prefer to amend paragraph 36 to read: "... ILO 2021 is: (a) delivering quality services

to ... ; (b) reaching out to ... ; (c) the authoritative Organization with a robust and relevant body of international labour standards ... ; (d) a knowledge leader ... ; (e) a leading actor ... ; and (f) an effective and efficient Organization ... ”. Paragraph 36(b) should also clarify the need to ensure fairness for all workers, not only the most vulnerable among them, by lifting them above minimum social protection floors and preventing them from falling into poverty and vulnerability. In section D, his group agreed that the Centenary Initiatives should be central to the Strategic Plan but would welcome clarification of their linkages with the outcomes and cross-cutting policy drivers, including with regard to resource allocation. The Future of Work Initiative should be given a more prominent role in the Plan, with the strong involvement of constituents. Concerning the End to Poverty Initiative, one challenge to the building of strategic alliances under the 2030 Agenda was the potential dilution of tripartism. The ILO must safeguard the role of the social partners, particularly in pursuit of the SDGs that were relevant to its mandate. With regard to accountability for results (paragraphs 57–59), he wondered how the Office planned to achieve a balanced approach to the strategic objectives of the Decent Work Agenda in DWCPs. In the effort to enhance partnerships – including public–private partnerships – and policy coherence for decent work, partnerships should be anchored in the Organization’s values and objectives (paragraphs 61–63). Furthermore, respect for international labour standards should be promoted with a focus on social dialogue and interaction among the social partners, including global trade union federations and the secretariat of the Workers’ group. His group acknowledged the Office’s commitment to strengthening the effective and efficient use of ILO resources and encouraged it to continue to engage with the Staff Union in its effort to redeploy resources from administrative to technical functions. The Governing Body, for its part, should encourage the allocation of regular budget funds to core activities. His group endorsed the vision of the Strategic Plan and requested the Office to take its comments into account.

5. *Speaking on behalf of the Asia and Pacific group (ASPAG)*, the Government representative of the Islamic Republic of Iran underscored the importance of this Strategic Plan, which encompassed the ILO centenary in 2019 and the implementation of the 2030 Agenda. The consequence of this coincidence needed to be carefully considered in dealing with the Plan, while keeping with the ILO action called for by 2016 resolution on Advancing Social Justice through Decent Work. ASPAG attached great importance to investment in statistics and knowledge management, including capacity building for constituents. With regard to the need to develop and operationalize a global strategy for youth employment, it urged the Office to prioritize its support in a coherent and consistent manner, with a focus on developing countries. International efforts to mitigate climate change were also needed. ASPAG supported the draft decision.
6. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe said that as other items on the Governing Body’s agenda had informed the Strategic Plan, it was important to ensure that discussions on those issues were coherent and complementary. High unemployment, particularly among young people, posed a threat to the Decent Work Agenda. Future labour and social policies should address the root causes and manifestations of labour migration, child labour and the exclusion of women. While some saw the changes brought about by globalization as a source of opportunity, social protection floors were needed in order to protect workers in the informal economy and those engaged in non-standard forms of employment. Turning to section B, the Africa group urged the Office to expedite work on the pending elements of the 2012 reform. The opportunity to develop a Centenary Declaration should not be missed; the current context called for renewed political commitment. Decent work should be advanced through the social and economic inclusion of vulnerable groups, bearing in mind that in adopting the 2030 Agenda, the international community had pledged that no one would be left behind. His group agreed that the ILO should focus on a limited number of interventions and give priority to strengthening enterprises with a view to employment creation. The Office should match challenges with

solutions; thus, the Governance Initiative should complement the Enterprises and End to Poverty Initiatives, both of which sought to address growing unemployment. He urged the Office to strengthen its efforts to develop and implement DWCPs and, at the national level, to focus on their evaluation since the resulting insights would influence the development of future programmes. Lastly, his group would welcome clarification of the status of the Decent Work Agenda for Africa 2007–15.

7. *Speaking on behalf of the group of industrialized market economy countries (IMEC)*, a Government representative of Norway endorsed the general thrust of the Strategic Plan, which nevertheless should include a clear vision of how the ILO would integrate the 2030 Agenda into its policies and programmes and facilitate progress towards the SDGs. The Strategic Plan should provide further details on deliverables. The value added by and effectiveness of the strategy should also be evaluated at the end of the period covered. She welcomed the alignment with the United Nations (UN) planning cycle and urged the Office to strengthen partnerships with other UN entities and to follow closely the UN General Assembly's Quadrennial Comprehensive Policy Review (QCPR). The 2018–19 programme and budget preview document should show how the ILO proposed to strike a balance between continuity and adaptation, giving priority to its work on standards and to the Future of Work Initiative. In order to remain relevant, the ILO must increase its capacity to ensure decent work for the majority of the world's workers, including those in the informal sector and non-standard jobs. IMEC would welcome information on how the most vulnerable and disadvantaged workers, including those in the least developed countries and those affected by situations of conflict and fragility, were addressed in the End to Poverty Initiative and how those efforts could be strengthened in partnership with other UN and non-UN bodies. While the proposed new cross-cutting policy driver on environmental sustainability reflected global efforts to address climate change, the ILO's work on the topic should remain within its mandate and be reflected in its programme and budget. A strong and independent evaluation function required the consideration of additional measures. The Office should continue to improve the theory of change; learn from evaluations; reinforce its research, statistical and knowledge-based capacities; and create and strengthen partnerships and alliances. Public–private partnerships should go beyond resource mobilization – about which little was said in the document – and feed into the Organization's knowledge base. The ILO should support government efforts to increase domestic income for social welfare and inclusive development. She supported the effort to redeploy resources from back-up and administrative to frontline technical functions. IMEC approved the overall strategic direction of the Strategic Plan but requested the Office to provide more information on implementation and monitoring before action on the draft decision was taken.
8. *A Government representative of Brazil* welcomed the alignment of the ILO's strategic priorities with the QCPR. Renewed efforts to guarantee social justice and decent work were needed and a Centenary Declaration should be adopted. The strategic vision of ILO 2021 reflected the importance of meeting constituents' needs, in particular the creation of formal employment. The ILO must have the right knowledge tools and, together with other organizations, should monitor the global economy. Given the needs of the most vulnerable and the victims of rights violations, it was important to improve the standards and monitoring systems and provide technical assistance to member States. Those systems must be transparent, universal, fair and effective. External partnerships were important but should not be forged at the cost of excluding constituents. South–South and triangular cooperation partnerships should be mentioned in the Strategic Plan.
9. *A Government representative of India* said that the ILO should provide governments with capacity building and solutions that reflected national contexts and work with the social partners to address the concerns of civil society and informal workers. The 2030 Agenda and the Paris Climate Change Agreement could provide models for a Centenary Declaration. In light of changes in the labour market, the question of whether labour standards should be

prescriptive or voluntary should be discussed; he therefore looked forward to the recommendations of the Standards Review Mechanism Tripartite Working Group. The ILO must strive to protect its position as the global voice of labour issues. The cross-cutting implications of decent work and poverty eradication could lead to difficulties in interpretation and implementation. Partnerships with research institutions could ensure that local issues were captured and capacities developed; India's National Labour Institute valued its partnership with the International Training Centre of the ILO in Turin. DWCPs needed to be strengthened and should reflect national priorities and involve national stakeholders. Since implementation of the 2030 Agenda would be monitored at the national level, the ILO should not overburden itself in that area. He supported the draft decision.

10. *A Government representative of Bangladesh* said that he welcomed the alignment of the Strategic Plan with the SDGs. Because job-inclusive economic growth was still fragile, particularly in developing countries, the Office should implement country-specific and flagship programmes under the End to Poverty, Women at Work and Enterprises Initiatives. Sustainable social protection systems required resource mobilization and the dissemination of ILO research and good practices in social protection. The Standards, Future of Work and Green Initiatives should address emerging challenges with due attention paid to the most vulnerable groups. He supported the draft decision.
11. *The Director-General* said that the Office was aware of the risk of a proliferation of issues and had aimed to bring them into a coherent vision that provided strategic direction for the Organization; sections A and B of the Strategic Plan deliberately set out broad challenges without providing ready-made answers. The debate on the diversity of job forms, standards and marginal returns on policy instruments had revealed differences of opinion that vindicated their inclusion in the Plan so that they could be addressed over the next five years. While the focus must be on results, the outcomes sought were defined by the ILO's principles. There was encouraging support for the six components of the strategic vision for 2018–21. While measurement and monitoring were important, the Strategic Plan should not be confused with the programme and budget document; further time for reflection was needed before benchmarks for success were identified. Discussion of whether to include a fourth cross-cutting policy driver on environmental sustainability, the importance of which was not in question, should also be deferred. Because the Centenary Initiatives were quite different from one another, there was no single answer to the question of how they related to the policy outcomes. He agreed that further investment in research and statistics was needed. While it was important not to dilute the Organization's tripartite character, the enhancement of partnerships provided an opportunity to incorporate tripartism into implementation of the 2030 Agenda. The Office was following the QCPR discussions, and the relevant UN General Assembly resolution – which was expected to be adopted by the end of the current year – would have a significant bearing on the way forward for the ILO. He suggested that action on the draft decision be postponed until the Governing Body had had an opportunity to discuss the preview of the Programme and Budget proposals for 2018–19 (GB.328/PFA/2).
12. ***The Governing Body decided to postpone the adoption of the draft decision and to reconsider it at a later session.***
13. At the resumed session, *the Director-General* presented a reformulated draft decision, following consultation with the groups.
14. *The Employer spokesperson* endorsed the reformulated draft decision.
15. *The Worker spokesperson* endorsed the new draft decision and emphasized that the ILO had to respond to the needs of all workers, not just the most vulnerable and disadvantaged. The situation of women in the world of work needed to be addressed in a more systematic manner

across the outcomes, going beyond gender equality to address the structural impact of demographic changes and the mass entry of women into the labour market. The group supported the cross-cutting policy driver of environmental sustainability with a change in terminology to “just transition towards environmental sustainability”, as it better reflected the ILO’s comparative advantage over other organizations.

Decision

- 16. *The Governing Body approved the ILO’s Strategic Plan 2018–21 and requested the Director-General to take account of its guidance in the development of the programme and budget proposals for both 2018–19 and 2020–21, with particular emphasis on the results framework to better assess the performance of the Office.***

(GB.328/PFA/1, paragraph 69, as redrafted following the Governing Body’s discussion.)

Second item on the agenda

Preview of the Programme and Budget proposals for 2018–19

(GB.328/PFA/2)

- 17. *The Chairperson*** opened the discussion of the ten policy outcomes and the four cross-cutting policy drivers.
- 18. *The Worker spokesperson*** said that, while it was important for the ILO to prioritize a limited number of issues in order to have an impact, consistency with Conference decisions should be ensured. He welcomed the fact that each policy outcome strategy specified the SDGs and related targets to which it contributed and the links to the relevant SDG indicators of which the ILO is custodian or involved agency. Regarding the subsection on synergies across outcomes and cross-cutting policy drivers for each policy outcome, it would be useful to examine how they addressed the linkages with international labour standards. Across all outcomes, a standard and consistent reference should be made to “promoting the ratification of all up-to-date international labour standards relevant to each outcome”, rather than other terminology such as “guiding and promoting” or “advocacy for” the standards.
- 19.** Social dialogue and tripartism should be included as a new policy outcome, not only as a cross-cutting policy driver. This was justified, as the promotion of policy coherence across ministries and the integration of decent work into national policies required targeted action and support for ILO constituents, which could not be done through other outcomes. The new social dialogue outcome should include a strong focus on collective bargaining and industrial relations as a key ILO contribution to address income inequalities. Furthermore, work towards the reduction of inequalities should be mainstreamed in a more comprehensive way into outcomes 1, 4, 6, 7 and 8. To create space for the new policy outcome, outcomes 5 and 6 could be merged, based on the understanding that the agricultural sector is largely informal.
- 20.** In the document to be presented to the 329th Session of the Governing Body, the results criteria under each indicator referring to “policies and programmes to be adopted by member States”, should indicate explicitly that this will be done “in consultation with the social partners”.

21. Regarding key lessons from previous work under outcome 1, the guidance provided in the 2014 recurrent discussion on employment was important, particularly paragraph 7 of the conclusions on the promotion of a comprehensive employment policy framework based on tripartite consultations. In light of sluggish demand, it would be essential to have a proper balance between demand- and supply-side measures. Evidence of the effectiveness of public-private partnerships mentioned in paragraph 15 would be appreciated, and the ILO should focus on decent job creation rather than simply job creation. Indicator 1.5 was quite vague. More detail would be appreciated, along the lines of what had been provided for indicator 1.4. Alternatively, the results criteria should reflect the issues listed in the fifth bullet point of paragraph 17 on enhanced inclusiveness of labour relations and labour market institutions.
22. Regarding outcome 2, the ILO should look at how to create a virtuous cycle between ILO normative functions, DWCPs and technical assistance, which was particularly important given that the majority of DWCPs were not used as key tools to increase ratification and implementation rates at country level. Concerning the increased coverage and reach of international labour standards through wider ratification, the ILO should focus on all workers, not only groups most at risk of being left behind. DWCPs should be used to enhance not only the application of standards, but also their ratification. On key expected changes, the focus should be on promoting the ratification of all up-to-date standards related to the four strategic objectives and cross-cutting policy drivers, and be reflected in the proposed indicators. In accordance with the ILO Declaration on Social Justice for a Fair Globalization, the ILO should help member States to increase ratification coverage across the four strategic objectives, with a focus on Conventions Nos 87 and 98.
23. In outcome 3, workers in non-standard forms of employment should be added to the list in paragraph 37, fifth bullet point. Concerning outcome 4, the text should explain how the ILO intended to address social enterprises and cooperatives, and how collective bargaining and improved working conditions would be promoted within that framework and in relation to the relevant Conference conclusions.
24. Regarding outcome 5, proposed to be merged with outcome 6, emphasis should be placed on promoting decent work in plantations and increasing the capacities of agricultural workers' organizations to organize and represent the interests of plantation workers. The clear reference to the ratification and effective implementation of the relevant ILO instruments was welcomed and should be applied across all outcomes and included in the respective indicators. The subsection on synergies across outcomes and cross-cutting policy drivers under outcome 6 should refer to outcome 9, as many migrant workers become trapped in the informal economy. Paragraph 68 should include a link to just transitions. In outcomes 5 and 6 a stronger link should be made to gender equality.
25. Regarding outcome 7, a specific outcome on global supply chains was welcomed but its focus was too narrow. While safe work and workplace compliance were important, the 2016 Conference conclusions called for the promotion of decent work in global supply chains, implying a much broader approach. This should be better reflected through a change in the outcome title and additional indicators. A reference to healthy work should be included, and the title should refer to occupational safety and health. Regarding compliance, the ILO should prioritize the strengthening of national public labour inspection systems. Reference to the Occupational Health Services Convention, 1985 (No. 161), should be included in paragraph 77.
26. A greater emphasis on Conventions Nos 87 and 98, as well as the Equal Remuneration Convention, 1951 (No. 100), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), was necessary in outcome 8, which should also be reflected in the indicators. Paragraph 84 on key expected changes should focus on all workers and sectors

rather than just workers in vulnerable situations in selected high-risk sectors. It was vital to promote a preventive occupational safety and health culture, including through collective bargaining.

27. Regarding outcome 9, it was essential to ensure the compliance of labour mobility frameworks and agreements with ILO standards, as mobility very often resulted in temporary and circular schemes associated with multiple decent work deficits. Work under that outcome should be linked to indicator 8.8.2 of the SDGs on increasing national compliance on labour rights.
28. He supported outcome 10 on strong and representative workers' organizations and said that while it was relevant to include environmental sustainability as a cross-cutting issue, its title should be changed to focus on a just transition towards environmental sustainability in the world of work, to better align the terminology with the ILO agenda. Concerning international labour standards, the implementation by the Office of the Standards Review Mechanism Tripartite Working Group's recommendations should be effectively reflected in the programme and budget proposals, and be allocated sufficient resources, particularly with regard to the ratification of up-to-date standards. The reference to the focus of work across all outcomes on promoting the ratification and implementation of relevant standards should also be reflected in the relevant indicators and targets for all outcomes. Regarding social dialogue, greater efforts were needed to promote the ratification of Conventions Nos 87 and 98 as enabling rights. Additional resources should be allocated for collective bargaining work by increasing human and financial resources both at headquarters and in the field. Regarding gender equality and non-discrimination, it was pertinent to look at how gender equality could lead to positive changes in the world of work and inform the work of the ILO.
29. *The Employer spokesperson* acknowledged that the outcome statements were clear, better balanced than before and that the related challenges to be addressed were well defined. However, he noted that it was difficult to appreciate the extent to which the results framework would enable the Office to better measure the ILO's contribution to achieving change at outcome level. It was imperative for each outcome to allow for the assessment of ILO action and its impact on the ground, and therefore qualitative indicators were needed in addition to quantitative indicators. The document to be presented at the 329th Session should contain greater detail on the quantitative and qualitative aspects to be measured in reporting progress against each indicator. The number of policy outcomes should be reduced even further. Some of the outcomes appeared to be subsets of others and could be combined, such as outcomes 2 and 7 as they were both compliance related. Outcome 5 could be incorporated as a subset of outcome 6.
30. For outcome 1 to be successful, both cyclical and structural changes, including labour market rigidities, should be addressed. While it was important to take into account macroeconomic policies, credible employment policies must also look at the whole picture, including labour market policies, human resources and infrastructure. The strategy in the document did not sufficiently recognize the key role of the private sector in investment and job creation, and further details on how to encourage enterprise development and private investment were required. He expressed doubts about the use of a gender-responsive approach to employment policy, stating that broader anti-discriminatory policies might be more effective. The emphasis on a bottom-up approach through improved comprehensive employment policies and institutional frameworks grounded in tripartite engagement was welcome, and should be driven by the needs and circumstances of the constituents. The document should give greater consideration to public-private partnerships, and place more emphasis on skills development, apprenticeships, learnerships and internships. The Office should accept the Global Apprenticeships Network as a partner organization, and encourage all other forms of learnerships and internships. The document should better reflect the engagement of young

people and the promotion of entrepreneurship among them in order to improve youth employment prospects.

31. On outcome 2, Employers' group priorities such as revising, updating and consolidating standards should be given more prominence, and reference should be made to the Standards Review Mechanism. Regarding outcome 4, the Office should explain why there was no direct reference to the 17 pillars for an enabling environment for sustainable enterprises, mentioned in the 2007 conclusions concerning the promotion of sustainable enterprises and the best practices and lessons learned from its application. He disagreed with outcome 7 as it stood, as the approach to the outcome was very reductionist. Global supply chains should not be treated as distinct, stand-alone entities, as they were intertwined and overlapped with domestic supply chains. Any further dilution of the outcome should be avoided. It would be useful to know what definition of global supply chains had been used by the Office for the document. The ILO should present a comprehensive approach on the issue, with the full support of all three constituents.
32. Regarding outcome 9, the inclusion of mobility in addition to migration was welcomed. It was essential to ensure better synergy and effectiveness among the diverse partners and initiatives to tackle the issues.
33. Outcome 10 remained a matter of concern, as the employers' organizations were grossly underfunded and employers' targets under 10.1, 10.2 and 10.3 were, therefore, compromised. He requested clarification regarding the budget allocation, as it appeared that a significant amount of the strategic budget funds earmarked to support the work of employers' organizations under outcome 10 were going elsewhere; no extra-budgetary funds had been received; and the Bureau for Employers' Activities (ACT/EMP) had received no financing whatsoever in 2016 from the regional offices under Phase I of the Regular Budget Supplementary Account (RBSA).
34. While agreeing that environmental sustainability was a major issue, further reflection was needed to determine whether it served a purpose to include this as a fourth cross-cutting policy driver, as the ILO had already addressed that dimension of the world of work, mainly through the Green Initiative.
35. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe said that the group agreed with the link being made between the promotion of social justice and the ILO's four strategic objectives. Regarding outcome 1, while sound policies existed in most member States their implementation remained challenging. Policies should seek to cover marginalized groups of people and a multi-stakeholder approach would be prudent. Regarding external partnerships under outcome 2, the Office should consider collaborating with regional economic communities. On outcome 3, most people were unable to enjoy the right to social protection. The Office should consider increased collaboration with member States so as to achieve regional blueprints on social protection as indicated in the Yaoundé Tripartite Declaration on the implementation of the Social Protection Floor. Synergies with other stakeholders, such as the International Social Security Association (ISSA), should also be considered. Regarding outcome 4, the role played by the private sector in promoting sustainable enterprises was central to addressing unemployment. While a multi-sectoral approach was necessary to ensure sustainability and greater impact, outcome 5 should also address issues related to formalizing the informal economy. Under outcome 6, one of the expected changes should focus on increasing representation and activities for employers and workers to influence change and assist their constituents in the transition to the formal economy. Greater emphasis should be placed on building on existing research to inform effective policies and formulate strategies, and on supporting constituents in implementing their DWCPs. Outcome 7 should not be limited to workplaces in global supply chains: traditional workplaces, often characterized by decent work deficits, should also be included.

Outcome 8 should incorporate emerging issues, such as recruitment and contractual practices and arrangements, and occupational safety and health. The means of action and support under this outcome were unclear and did not correspond to the challenges and expected changes. Labour administration and inspectorate systems should be prioritized. The outcome should clearly indicate the organizations that the ILO intended to partner with. Under outcome 9, the implementation of migration policies and multilateral agreements should be emphasized, and migrant domestic workers should be prioritized. A strong partnership with the International Organization for Migration (IOM) should be explored. Outcome 10 should strengthen social dialogue and promote tripartite consultation in the labour market. He requested clarification regarding how the cross-cutting policy driver on environmental sustainability cut across all ten policy outcomes.

36. *Speaking on behalf of IMEC*, a Government representative of the United Kingdom supported the overall direction and ambition of the preview document. She appreciated that each of the policy outcomes specified the SDGs and related targets to which it contributed and made links to the relevant SDG indicators. She also welcomed the linkages drawn between the outcomes and the various Centenary Initiatives and ILO flagship programmes. She supported the continued inclusion of gender equality and non-discrimination, international labour standards and social dialogue as cross-cutting policy drivers. She requested clarification regarding the addition of environmental sustainability as a cross-cutting policy driver in terms of ILO action and asked whether the ILO had the relevant expertise in this field. She welcomed the notion of ILO partnerships on environmental sustainability issues. While she welcomed the inclusion of preliminary indicators for each outcome, it was sometimes unclear how baselines could be determined or progress measured. Few of the indicators allowed any assessment of ILO achievement or accountability. She expressed the expectation that refined and strengthened indicators, baselines and measureable qualitative and quantitative targets, would be developed for discussion at the 329th Session. The cross-cutting policy drivers, such as gender equality, should be better reflected in the policy outcomes. Sufficient resources should be earmarked for standards work. Further reflection was necessary on partnerships in certain outcomes. In outcome 2, IMEC would have welcomed a reference to the Office of the United Nations High Commissioner for Human Rights (OHCHR). Outcome 7 should include the United Nations Guiding Principles on Business and Human Rights. She welcomed the continued focus on strengthening the ILO's knowledge base and supported the planned ILO work on developing policy-oriented research, thereby increasing the capacity of member States to produce, use and disseminate labour statistics, including by developing labour market information systems and analyses; and engaging in targeted advocacy, communication and capacity development for constituents. IMEC supported the proposed outcomes and indicators for the three enabling outcomes and looked forward to detailed elaboration of the baselines, targets and proposals for measuring success and to the draft indicators for the other outcomes.
37. *A Government representative of China* said that his Government appreciated the very detailed preview of the programme and budget proposals, which were closely aligned with the 2030 Agenda and the SDGs. The Office should make the indicators more targeted and measurable to reflect the differences and priorities of its Members. More resources should be invested in promoting employment and expanding social protection.
38. *A representative of the Director-General* (Director of the Strategic Programming and Management Department (PROGRAM)) said in response to the question on measurements asked by the Employer spokesperson, that PROGRAM and the Evaluation Office (EVAL) had been collaborating closely to develop the results framework for the Programme and Budget for 2018–19. EVAL was a member of a working group established by PROGRAM to provide methodological guidance to ILO units and to improve the results framework and measurement criteria. In response to the IMEC request for clarification regarding indicators, criteria for measuring progress, targets and baselines, he stated that they were being

developed and refined and would feature in the final document presented to the Governing Body in March 2017. He suggested that a question relating to the independence of the evaluation function could be addressed during the discussion on Joint Inspection Unit (JIU) matters. Responding to the Employer spokesperson's question concerning the budget allocation, he clarified that the RBSA was accessible to all and that on the basis of proposals sent by units to the regions regional directors made a selection for funding. He noted that even if ACT/EMP did not receive the funds directly in Phase I taking into account the small allocation available at the regional level, it did not mean that funds were not being used for employers' activities. He reiterated that his department was available to meet to explain the budget again and to ensure that Employers' groups' views were taken into account in the budget proposals to be presented at the 329th Session.

39. *The Chairperson* opened the discussion of the three enabling outcomes.

40. *The Employer spokesperson* said, with reference to the enabling outcome A, that he would like to see not only products produced on time, but products that were recognized as reference documents, as well as seeing the ILO recognized in international forums as one of the leading agencies in the field of social and labour studies. He sought clarification as to whether the results "from latest refinements to methodologies tested by the Office" on measuring decent work, mentioned in paragraph 137, were linked to the method based on the coding evaluation. His group had great reservations to that approach. Regarding enabling outcome C, care should be taken to ensure that resources did not remain unspent at the end of the biennium. Everything under the outcomes should be done with clear, unambiguous indicators and equitable resource allocation. Regarding the work leading to the proposals to be presented to the 329th Session, Office consultations should be more than mere information sessions, and instead a consultative process was needed.

41. *The Worker spokesperson* noted that advocacy had been replaced by knowledge management in enabling outcome A. Given the need for the ILO to continue to advocate for decent work, the reference to advocacy should be retained and reflected in appropriate indicators that require a broader focus than knowledge management and research for decent work. In line with the 2016 resolution on Advancing Social Justice through Decent Work and the 2030 Agenda, it would be important to have an indicator on the measurement of decent work using decent work indicators.

42. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe noted that while the ten policy outcomes had remained the same, the enabling outcomes had changed. Outcome A no longer had a critical component on creating and strengthening synergies with other multilateral organizations. Synergies with other UN agencies should be prioritized as an enabling outcome, particularly considering the 2030 Agenda, and it was more important than ever to work closely at the country level through United Nations Development Assistance Frameworks (UNDAFs). Advocacy for decent work should be retained.

43. *The Director-General* underscored that he would ensure that meetings were not merely informative but part of a consultative process. Responding to comments made about there being too many policy outcomes, he noted that the Office had previously proposed seven policy outcomes, but the Governing Body had preferred ten. He also noted that there had already been deliberations and different conclusions drawn from previous Governing Body discussions on the relative merits of merging or separating outcomes 5 and 6. Careful thought would need to be given to the merging or creation of new outcomes and to the precise formulation of others. Regarding a fourth cross-cutting policy driver on environmental sustainability, he recognized that there was interest, but that Governing Body members required further information. He appreciated the guidance received and expressed the hope that the proposals presented to the 329th Session would meet with Governing Body approval.

Outcome

- 44. *The Governing Body provided guidance to the Office on the draft proposals and took note of the report in document GB.328/PFA/2.***

(GB.328/PFA/2.)

Third item on the agenda

Update on the headquarters building renovation project

([GB.328/PFA/3](#))

- 45. *A representative of the Director-General*** (Deputy Director-General, Management and Reform (DDG/MR)) said that while the review of the renovation works had caused a brief delay, that would not affect the ultimate schedule for the completion of work and cost savings had been generated. The Swiss Confederation had approved the loan of 70 million Swiss francs (CHF) over a period of 30 years. The terms and conditions of that loan, including the applicable interest rate, would be discussed shortly. The Office was discussing the terms and conditions obtained by other UN agencies in respect of loans recently approved by the Swiss Confederation. He underscored efforts to develop a policy based on potential donations in respect of deferred works and works outside the initial scope of renovations.
- 46. *The Worker spokesperson*** said that his group was pleased to note that health and safety issues were being managed well, savings were being made and contractors' compliance with labour and social security legislation was being monitored. The Office should ensure basic functions in rooms used for tripartite negotiations during the renovations. His group agreed that the renovation of the lower floors should be managed as a package, to prevent cost increases. Although previous proposals to seek voluntary contributions for unfunded works had not generated interest, the Office should explore that possibility. Renovation issues should be considered carefully by all involved. His group supported the option of special assessments by member States, an approach adopted for the renovation of the UN headquarters in New York. His group encouraged the Office to continue negotiations with the Swiss authorities and supported the draft outcome.
- 47. *The Employer spokesperson*** said that his group was pleased to learn that the Swiss authorities had approved the loan and commended the Office for saving on renovation costs through value engineering, remaining on track within budget and maintaining safety and health standards. While he agreed that renovation of the lower floors should not be carried out piecemeal, he asked how those works would be funded, as governments had previously appeared unwilling to provide further funding. He further asked the Office to clarify whether the unfunded renovation of the conference centre in line with safety, health and quality standards was optional or compulsory.
- 48. *Speaking on behalf of the Africa group***, a Government representative of Zimbabwe welcomed the information concerning possible savings from value engineering and strong commercial negotiations. He thanked the Office for following up on the request made by the Governing Body in March 2016 to prepare a list of potential donation packages and expressed the hope that it would intensify efforts to mobilize resources by engaging with donors to finance currently unfunded works.

49. *Speaking on behalf of IMEC*, a Government representative of the United Kingdom welcomed efforts to identify cost savings from value engineering and requested a figure for the savings obtained, in order to ascertain the extent to which they would cover the costs of the out-of-scope works to renovate the lower floors. While donor funding would only contribute to unfunded works of lower priority, it would cover much of the renovation cost for the lower floors. He welcomed the efforts of the Office to reduce costs through the sale of land and to obtain a loan from the Swiss authorities on preferential terms, in addition to its discussions with local authorities on subsidies for environmental protection works. His group opposed any option entailing an assessment on member States and encouraged the Office to seek savings and alternative financing, such as donation packages.
50. *A Government representative of Mexico* applauded the Office for the savings made during the renovation works, the limited impact of the works on its functioning and the fact that they remained within the approved budget. While unfunded works should take precedence, renovation of the parking and general service areas was not currently a priority. She urged the Office to continue to identify possible savings and alternative funds for the renovation of the conference rooms, which should be financed exclusively by means of voluntary contributions. She supported the initiatives outlined in the document under discussion and looked forward to more detailed information on their results in the following Governing Body. The Office could adopt the approach followed by the UN Office at Geneva to obtain donor funding for the renovation of its buildings.
51. *The representative of the Director-General* (Director, DDG/MR) said, in response to concerns expressed regarding safety, health and quality standards of the conference centre, that the current approved budget included the most urgent fire and safety aspects, such as fire escapes. Other aspects referred to in paragraph 13 of document GB.328/PFA/3, while not as urgent, were certainly required to bring the building into line with current safety and health regulations and were considered priority matters. In response to the request from IMEC for a figure for the savings obtained, he said that while certain aspects of future renovations remained unpredictable, the Organization's share of cost savings identified to date were in the order of CHF4–5 million.

Outcome

52. *The Governing Body took note of the progress report regarding the headquarters renovation project figuring in document GB.328/PFA/3.*

(GB.328/PFA/3, paragraph 23.)

Audit and Oversight Segment

Fifth item on the agenda

Annual evaluation report 2015–16 ([GB.328/PFA/5](#))

53. *The Employer spokesperson* asked to what extent the findings of the independent evaluation of the evaluation function improved and informed the Organization's work, in view of the challenges ahead of EVAL with respect to mapping out theories of change to align the SDGs and the ILO's Decent Work Agenda, and using impact evaluations to assess development effectiveness. The information pertaining to the evaluation of Azerbaijan and other

examples, set out in paragraph 41 of document GB.328/PFA/5, provided welcome evidence of how evaluations could be catalysts for change. His group would welcome further such details in future annual reports. With regard to recommendation 1, he expressed concern about the feasibility of cluster and programme-level evaluations in terms of cost, management and the formulation of useful recommendations for the stakeholders concerned. While supporting the use of impact evaluations as outlined in recommendation 2, he asked whether the Office had the capacity and resources to scale up its efforts in that area and, if not, how it would address that shortcoming. He also asked whether all elements referred to in the ILO's Strategic Plan would be covered in EVAL's future programme of work. The topics "formalization of the informal sector" and "more and better jobs for inclusive growth" should be considered for high-level evaluation for the programme of work 2017–19. Given that unemployment was a widespread problem, priority should be given to a high-level evaluation of outcome 1, focusing on impact assessment and to an evaluation of the strategy and results of outcome 6, given its broad scope. His group endorsed the draft decision.

54. *The Worker spokesperson* invited EVAL to continue efforts to address the challenges related to a growing demand for high-quality evaluations and welcomed the expanding role of the Evaluation Advisory Committee. It was important to link evaluations to strategies and programmes in order to optimize their contribution to high-level discussions of the International Labour Conference and the Governing Body. His group looked forward to the report on the independent evaluation of the evaluation function, discussion of which in March 2017 would generate recommendations for the subsequent evaluation strategy to be submitted to the November 2017 session of the Governing Body. He invited EVAL to comment on the shortfall in the number of internal evaluations received and asked whether the i-Track database was widely used by staff. His group endorsed recommendation 1 on the promotion of more cluster and programme-level evaluations, which would reduce the need for EVAL oversight and shift the focus to quality. He expressed concern that the gender component was poorly rated in the assessment of the quality of independent project evaluations and encouraged the Office to address that issue. He further invited the Office to follow up on the action points identified in paragraph 44 of the document in order to improve the quality of independent evaluations, and to ascertain why no significant difference had been noted between the quality of evaluations produced under trained and untrained managers. In that connection, he stressed it worth recalling that the last annual report mentioned a saturation point had been reached in respect of evaluation capabilities of non-EVAL staff.
55. Turning to assessment of the ILO's contribution to the SDGs, he underscored that the ILO needed to mainstream its Decent Work Agenda into the SDGs, rather than incorporating the SDGs into ILO interventions, so that the ILO Agenda was not determined by the SDGs. In that light, and increasingly as more organizations were involved in the Agenda, his group supported the view expressed in paragraph 70 of the document that the ILO must prepare itself so that it could demonstrate the contribution of its Decent Work Agenda to the SDGs. It must also advocate its mandate relating to the implementation of the SDGs based on its standards and supervisory system, and advocate tripartism. His group endorsed recommendation 2 and the draft decision.
56. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe underscored the importance of training and awareness raising on evaluation systems and welcomed the continuous training of ILO officers. While her group applauded the sterling work of the Evaluation Advisory Committee, it noted with concern that staff turnover had been high in 2016 and asked why that was so and what could be done to address that situation. Agreeing that evaluation topics could contribute more effectively to high-level discussions, she sought assurance that they would be aligned with the process for the identification of recurrent discussions in future sessions of the International Labour Conference or policy outcomes for discussion. She welcomed the new knowledge-sharing

platform and expressed the hope that the i-Track database would be included in the new platform modules. Referring to Part II of the document, on assessing the ILO's effectiveness and results, her group invited the Office to clarify why two types of monitoring and reporting mechanisms were needed. She requested further information on theories of change and on progress achieved in incorporating the SDGs into major ILO interventions, observing that the need to review existing evaluation tools used to assess progress by member States and evaluate the Office's effectiveness, impact and efficiency could have formed part of the recommendations contained in the document. Her group called for further capacity-building efforts on monitoring and evaluation at the national level, once the aforementioned changes had been concluded. She requested further information and clear explanations relating to the recommendations contained in paragraph 33 of the document, in particular on cluster and programme-level evaluations, and in paragraph 71.

57. *Speaking on behalf of IMEC*, a Government representative of Norway welcomed positive developments with respect to all outcomes as stated in the report. Her group was looking forward to the report from the independent evaluation of the evaluation function and recommended that this evaluation also considers the recommendations from the 2014 JIU report on further strengthening the structural independence of the evaluation. Her group would welcome further information on the influence of evaluations on strategic planning in connection with the Programme and Budget for 2018–19. Noting the low submission rate of internal evaluations and self-evaluations, while also observing that submissions are a management responsibility, she asked about the quality of the internal evaluations received and whether they were of a standard relevant for management. In addition to internal evaluations, external evaluation results should be included in the i-Track database as they would contribute to institutional learning. Furthermore, her group urged that recommendations made in the framework of external evaluations should be included in the management response exercise.
58. While harmonization of the ILO's evaluation practices was essential, it was important for the Office to remain flexible where its reporting and accountability requirements diverged from those of donors and increasingly so as new partnerships developed. She expressed the hope that the independent evaluation of the evaluation function would consider the effectiveness of interventions aimed at improving quality to date. She asked what the impact of reducing the number of project evaluations in the interest of increasing quality would be, whether the number of smaller projects was evenly distributed among the different outcomes and who would oversee the evaluations of smaller scale projects. Since turning to cluster evaluations could cause important issues to be overlooked, her group considered it inadvisable and requested further information on the criteria used to determine when such evaluations would be appropriate, in order to inform its view on recommendation 1.
59. Her group strongly endorsed EVAL's efforts to implement the Decent Work Agenda and ensure its alignment with the relevant SDGs, and supported the proposal to make a strong theory of change a requirement at all levels of the ILO's results-based management system. In respect of recommendation 2, which IMEC supported, the main focus should be on the quality of impact evaluations, rather than increasing their numbers only. The findings should be effectively shared with relevant stakeholders. Her group recommended that the Office should continue to implement the recommendations from previous years. Pending clarification of the options set out in paragraph 33, it proposed deleting reference to paragraph 33 from the draft decision. Subject to that amendment, IMEC supported the draft decision.
60. *A representative of the Director-General* (Director, EVAL) noted in response to questions raised that the evaluation strategy had been implemented for over five years and annual reports on progress made to constituents. From the outset, the ILO had been committed to an independent evaluation of the strategy every five years and that this fully independent

exercise would seek input from constituents and yield inputs towards the new evaluation strategy.

61. The issue of independence, both behavioural and structural, was central to the credibility of the evaluation function and had been strengthened since 2011 when EVAL was turned into a separate structural entity. Recommendation 4 of the JIU report related to the appointment of the head of EVAL and whether or not the candidate appointed should be a career official, and not to structural independence. It should be noted that that recommendation had been made to all 24 UN agencies being reviewed, not solely to the ILO, which had rejected the recommendation because it would contradict its human resources policies. In connection with internal evaluation target shortfalls, although progress had been made the focus was on independent evaluations. Responsibility for internal evaluations was part of evaluation culture and fell to management, which had a duty to communicate to colleagues the importance of self-evaluation. With regard to the i-Track database, information about its use by external users cannot be measured. EVAL is about to introduce a new application which will make the database more user-friendly, supplying good practices and lessons learned with more measurements, including how widely it was used. The i-Track database includes all independent, internal and external evaluations provided they had been received. Concerning the training of evaluation managers, the assessment of the quality and impact of the training which showed that it made no difference in statistical terms was based on a very small sample. The training would continue to be assessed and, if necessary, the approach would be revisited. With regard to the assessment of the ILO's contribution to the SDGs, the focus should remain on its achievements in respect of the Decent Work Agenda, while considering as well how outcomes would contribute to the SDGs. In response to the concerns expressed by the Africa group and the Employers' group about impact evaluation, he noted that such evaluations were costly and should focus on identifying evidence gaps in policies rather than evaluating every programme. Lastly, the recommendation to increase cluster evaluations had arisen from the need to balance quantity and quality and to combat evaluation fatigue among constituents. With a small team of five professional staff responsible for more than 60 evaluations annually alternatives had to be explored and the recommendation to undertake more cluster evaluations was suggested as an option to be considered when it fits the purpose only.

Decision

62. *The Governing Body took note of the report figuring in document GB.328/PFA/5 and endorsed the recommendations (paragraphs 33 and 71) to be included in the ILO's rolling plan for the implementation of recommendations to be reported on in the annual evaluation report 2016–17. It also confirmed the priorities identified in the report for the programme of work 2017–19.*

(GB.328/PFA/5, paragraph 72.)

Sixth item on the agenda

Discussions of high-level evaluations (strategy and Decent Work Country Programme evaluations) (GB.328/PFA/6)

63. *The Worker spokesperson said that, on the skills evaluation, given the lack of coherency between action in the field and the Strategic Policy Framework, his group welcomed the Office's response to recommendation 1 and its intention to refine skills indicators in the next*

programme and budget. That work should be coordinated with the Inter-American Centre for Knowledge Development in Vocational Training (CINTERFOR). ILO skills work should indeed relate to SDG 4 (Quality education). Technical support should be made available for regions that required it. It would be wise to consolidate the skills strategy into a single document designed to raise staff and constituent awareness. His group was also in favour of stepping up the Office's efforts to improve the capacity of workers' and employers' organizations to develop skills policies and programmes. Collective bargaining could promote the development of vocational education and training. On speaking about the DWCP Western Balkans report, he noted that while the alignment of DWCPs with constituents' needs was welcome, constraints on the Office's capacity might hamper its ability to service all the countries covered by the programme. If a DWCP was to have a sustainable impact, it would be essential to strengthen the tripartite consultative process by involving DWCP steering committees more in all phases and by systematically designing project exit strategies. His group agreed with the draft decision.

64. *The Employer spokesperson* said that it was vital to develop skills in an evolving labour market. Skills-related activities should therefore be made more relevant to constituents' needs and the ILO should explore partnerships with other international organizations which were developing expertise in skills development projects and enterprise surveys, especially those which supported ILO field initiatives, in order to enhance the impact of programmes while requiring fewer resources. Innovative ways to develop and track skills development data should likewise be sought. If the Skills and Employability Branch (SKILLS) had joined forces with the members of the ILO Global Business and Disability Network, training for people with disabilities, which met enterprise needs, indicator 2.3 of the Strategic Policy Framework could have been met. The efficiency and impact of the ILO's skills work, which was essentially aimed at higher productivity, could also have been improved by using information gleaned from the policy work on skills requirements done by ACT/EMP in 2014–15. Supply could be more closely aligned with demand by involving ACT/EMP in skills demand assessment.
65. As skills requirements were shifting, because the world of work and the future of work were constantly changing owing to new technology and ways of working, the ILO should review its tools, training models and activities to ensure that they took account of new trends. He asked the Office what steps it had taken to ensure the effective engagement of ACT/EMP and employer constituents in the new initiative on jobs and skills mismatches. Since employer organizations had a critical role to play in joining with education, technology and labour ministries to shape the skills agenda, he requested specific details of the Office's plan to promote cooperation among constituents on skills development and he proposed that the Office should submit to the Governing Body a concrete action plan on skills development which would address constituents' needs in current and future projects and programmes. The Governing Body should have the possibility to review the progress in a year's time.
66. As far as Part II of the document on the DWCP evaluation was concerned, it would have been helpful if paragraph 47 had explained what was meant by "minimal impact" and the reasons for it, and if a separate assessment had been made of the impact of the ILO's work to strengthen the capacity of the three constituent groups and of the return on the funds invested in their capacity building. His group supported the draft decision.
67. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe welcomed the recommendation that the ILO should respond to the demand for skills development, as it was a fundamental enabler of decent work. The ILO must be driven by constituents' needs in order to ensure the sustainability and impact of programmes. She looked forward to the introduction of the enhanced data capture model which would improve the reporting and evaluation mechanism by providing hard data on the progress of outcomes and use of resources.

68. Turning to the evaluation of the DWCP for the Western Balkans, her group urged the Office to review its technical and financial support for that subregion and to strengthen technical backstopping in field offices. Her group wished to know why the Office had only “partially” accepted recommendation 2. It supported the draft decision.
69. *Speaking on behalf of IMEC*, a Government representative of the Netherlands invited the Office to make the best possible use of the recommendations in both reports in order to strengthen the ILO’s results-based management and make it more responsive to constituents’ needs.
70. In order to ensure coherence between activities and the Organization’s overarching strategy, activities financed in the regular budget should be more closely aligned with the programme of work. In addition, the results of the activities should be monitored to promote ownership by the constituents. She requested more information on the enhanced data capture model that would become effective from 1 January 2017 and its relationship with IRIS. Feedback between field offices and headquarters was crucial to enhancing the effectiveness of ILO development cooperation. Gender concerns should be systematically reflected in future reports.
71. Continuous monitoring would help to ensure that constituents’ needs for skills-related activities were met and to address regional imbalances in the allocation of funds. The Office should also explore the possibility of mobilizing South–South and triangular cooperation in its skills strategy.
72. She requested an indication of expected timelines for efforts to devise an electronic system for keeping central records of major development cooperation programmes and key work items.
73. IMEC saw merit in extending ILO outreach to relevant organizations other than its tripartite constituents under the Governance or Future of Work Centenary Initiatives as a means of increasing stakeholder participation in programming cycles and possibly involving stakeholders at grassroots level.
74. The group wished to be kept informed about the follow-up to the recommendations. It agreed with the draft decision.
75. *A Government representative of India* stressed the importance of skills development in the current context of labour mobility, migration and informality. He requested clarification of the ILO’s skills strategy and wondered how the Organization envisioned its skills development role in view of the vast global needs for a skilled workforce. He urged the ILO to concentrate on its core competencies in its skills work, for example by serving as a repository of information on sector-specific best practices in skills development. He agreed with the findings in paragraph 16 of the document and he supported the draft decision.
76. *A Government representative of Bangladesh* considered that the Office’s skills development programme should be redesigned in order to secure longer term sustainability. A lack of internal coherence in the skills strategy might have an adverse impact on developing countries. The Office should intensify skills development activities in densely populated regions with high levels of adult and youth unemployment in order to ensure decent working conditions and should promote universally accepted forms of apprenticeship and skills recognition. He supported the draft decision.
77. *A representative of the Director-General* (Director, Employment Policy Department (EMPLOYMENT)) said that the evaluation of the skills strategy and the issue of coherence referred to the previous programme and budget framework and outcome 2 under the

19 outcomes. Therefore the contents of the report reflected the past rather than the current or future situation with regard to the programme and budget and its indicators. As noted, action in that regard under recommendation 1 of the evaluation had already been acted upon in the current Programme and Budget for 2016–17 with new indicators and results frameworks, and these were further improved upon in the proposals for 2018–19 to reflect more accurately the range and diversity of constituents' demands and the ILO's response. With respect to the content of ILO strategy and activities, the evaluation had noted the high relevance of the ILO's work on skills to the full satisfaction of constituents. Furthermore, in view of the concise nature of the programme and budget text, a separate document detailing the ILO's strategy on skills will be prepared as per the recommendation of the evaluation. She recalled that the content of the ILO's work and strategy on skills which in the current biennium is reflected under outcome 1 had been fully discussed in the previous Governing Body session (March 2016) and the implementation took into account the endorsement and guidance of the Governing Body including with respect to the global product on jobs and skills mismatches as well as a contribution to the Future of Work Initiative. In the area of skills, the ILO had strong partnerships, and collaborated closely, with other organizations and UN agencies, such as in the TVET interagency network, collaborating with the United Nations Educational, Scientific and Cultural Organization (UNESCO) on Goal 4 of the SDGs, the World Bank and the European Commission on a number of skills initiatives, and in the context of the UN system-wide Global Initiative on Decent Jobs for Youth.

78. *A representative of the Director-General (Regional Director for Europe and Central Asia, ILO Regional Office for Europe and Central Asia) said that the Office had taken note of the nine recommendations flowing from the independent evaluation of the ILO's DWCP strategies and actions in the Western Balkans and that, in order to increase their impact on the sustainability of its work, it would seek to enhance the tripartite ownership of DWCP priorities in order to achieve a more participatory approach, including at the local level whenever possible. An effort would be made to mobilize new funds and generate new institutional partnerships that would make it possible to expand outreach and the effectiveness of the ILO's work in the subregion and also to promote subregional communities of practice which would facilitate peer learning and cross-fertilization. The Office would, however, have to pursue its flexible and adaptive approach to the region's needs.*

Decision

79. ***The Governing Body requested the Director-General to take into consideration the recommendations (paragraphs 18–24 and 60–68) of the two high-level independent evaluations presented in document GB.328/PFA/6 and to ensure their appropriate implementation.***

(GB.328/PFA/6, paragraph 79.)

Seventh item on the agenda

Matters relating to the Joint Inspection Unit (JIU): Reports of the JIU ([GB.328/PFA/7](#))

80. *The Employer spokesperson, asked why the Office had not accepted recommendation 4 concerning the review of existing policy for the appointment of the head of the evaluation office in each UN system organization in order to enhance independence, integrity, ethics*

and the credibility of that function. The Employers' group urged the Office to follow through on all of the recommendations on the use of non-staff personnel and related contractual modalities in the UN system in order to ensure that contracts were managed in the most efficient and effective manner. With reference to the report on the evaluation of mainstreaming full and productive employment and decent work by the UN system organizations, the group drew attention to the fact that the objective of more proactive awareness-raising and training activities in the context of the SDGs should be mainstreaming not only decent work, but also productive employment.

81. *The Worker spokesperson* said that while the Workers' group supported the Office's position on the JIU report concerning the Post-Rio +20 review of environmental governance within the UN system, they were concerned that some of the JIU recommendations were inconsistent with resolutions adopted by the United Nations Environment Assembly and they therefore called on the JIU to ensure respect for such decisions in the future. Efforts should indeed be made to avoid conflating environmental sustainability and sustainable development. His group supported the Office's position in respect of the evaluation of mainstreaming full and productive employment and decent work by the UN system organizations, as well as the recommendation thereof regarding ILO action (No. 5). The recommended activities targeting the staff of UN system organizations should lead to greater policy coherence in achieving full and productive employment and decent work at country level. However, the capacity building of ILO constituents and workers' organizations should also be a priority. His group was also in favour of including the refugees and asylum seekers in country-level UN programming frameworks and decent work efforts of the UN system, in light of their vulnerability to human trafficking and forced labour.
82. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe supported the Office's position on recommendations 2 and 5 relating to the use of non-staff personnel and related contractual modalities in the UN system organizations, as the existing arrangement made business sense. Her group commended the International Training Centre of the ILO on having mainstreamed SDGs in its programmes. As in the past the group had advocated the discussion of climate change in a high-level segment, it welcomed the Office's acceptance of the five recommendations on climate change.
83. *Speaking on behalf of IMEC*, a Government representative of the Netherlands said that a number of reviews taking place could underpin reform efforts in areas including administrative service delivery, knowledge management and travel policies. He welcomed the ILO's critical yet positive approach to the recommendations in recent reports, as well as the start of a repeat evaluation of the ILO's evaluation policy in 2016 in response to recommendation 7 on the evaluation function in the UN system. His group was happy to see that the Office made a careful cost-benefit analysis of recommendation 3 and agreed with the Office in considering the recommended action costly and impractical. Knowledge of recent trends in the use of external collaborators and consultants might prove useful for the Governing Body, as placing too much reliance on such collaborators and consultants could have an impact on the future composition of the ILO staff and the knowledge base of the Organization. IMEC requested the Office to explain whether the relevant information could be shared. It looked forward to learning more about the follow-up to the JIU's evaluation of mainstreaming full and productive employment and decent work by the UN system organizations. Interaction with the Office's management regarding the JIU's recommendations would help the Governing Body to exercise its oversight duties and could strengthen the culture of continuous improvement throughout the Organization.
84. *A Government representative of Mexico* asked why the ILO could not accept the recommendation that the head of the evaluation office should serve a single term of office, with no possibility for re-entry to the Organization. Given that the ILO sought to maintain the highest standards of independence and credibility with regard to its evaluation function,

the Office should re-examine the issue in light of the experience of the organizations identified in the JIU report. She asked for an update on that matter at the Governing Body's 329th Session. In line with the Director-General's commitment to greater transparency and accountability, the Office should implement recommendations 2 and 5 on the use of non-staff personnel, to enable the Governing Body to fulfil its oversight role, particularly during the examination of the overall management of the Office.

85. *A representative of the Director-General (Director, PROGRAM) said that the adoption of the 2030 Agenda had improved awareness of the need to mainstream full and productive employment and decent work into the UN system organizations. He provided examples of partnerships with other UN agencies that have contributed to increase awareness. In that context, an "ILO Decent Work for Sustainable Development starter pack" for the constituents and ILO and UN staff was being devised in collaboration with the International Training Centre of the ILO and under the leadership of the Multilateral Cooperation Department (MULTILATERALS). The Office would continue with the current arrangement concerning the use of non-staff personnel and consider ways to make relevant information available. The comment regarding the appointment of the head of the evaluation office would be taken into account. Relevant information explaining the Office's position had been previously provided.*

Outcome

86. *The Governing Body took note of the report contained in document GB.328/PFA/7 and invited the Office to take the views expressed during its discussion into consideration.*

(GB.328/PFA/7.)

Personnel Segment

Eighth item on the agenda

Statement by the staff representative

87. The statement by the Chairperson of the Staff Union Committee is reproduced in the appendix.

Ninth item on the agenda

Amendments to the Staff Regulations: Changes to the common system compensation package for the Professional and higher categories as of 1 January 2017

(GB.328/PFA/9)

88. *The Employer spokesperson said that the measures presented in the document were made necessary by the reform of the compensation package adopted by the UN General Assembly, and thanked the Office for the information it had provided, particularly on transitional measures, and on that latter point requested that they appear in the record. He supported the draft decision.*

89. *The Worker spokesperson* said that a positive and constructive climate was important to promote a stable system of labour relations, which was necessary for progress in human resources management. Recalling the UN General Assembly resolution of 2015 on the Common System Compensation Package, he supported the draft decision.
90. *Speaking on behalf of the Africa group*, a Government representative of Ethiopia said that the amendments were both commendable and necessary, but he had hoped also for a summary of the proposed changes. The consultations held in the Joint Negotiating Committee (JNC) were in the interest of transparency and trust. The amended Staff Regulations would lead to the increased productivity and motivation of the staff concerned, which would, in turn, benefit governments and social partners. He supported the draft decision.
91. *Speaking on behalf of IMEC*, a Government representative of the Netherlands said that the group welcomed the amendments, which aligned with the practices of other UN agencies and contributed to “One UN”, and the involvement of the JNC. However, the motivations and budgetary implications of the Chapter IX amendments were not clear regarding the payment of expenses upon appointment for less than two-year contracts. The savings would be welcome and should be reflected in the Programme and Budget proposals for 2018–19. IMEC reiterated its request for information on the financial and workforce planning implications of the changes to the mandatory age of separation as decided by the UN General Assembly and supported the draft decision.
92. *A Government representative of Mexico* said that the changes would bring the ILO into line with the UN General Assembly resolution, and highlighted that the Office had respected the UN’s timeline. The package was in line with Mexico’s expectations, particularly in relation to staff costs. She noted the predicted savings of US\$170,000 for 2017 and US\$2.2 million over the 2018–19 biennium, which would hopefully be reflected in the Programme and Budget proposals for 2018–19.
93. *A Government representative of China* said that the reform would reduce budgetary pressure and would provide an encouragement to send staff to those regions of the world where they were most needed.
94. *A representative of the Director-General* (Director, Human Resources Development Department (HRD)) responded to the Africa group by saying that a summary had been submitted to the 326th Session of the Governing Body. On the transitional measures, staff acquired rights (salary, pensionable remuneration, repatriation grant, and mobility and non-removal allowances) would be protected by a number of measures either already in place or pending the implementation of the package. The Chapter IX amendments were neither specifically related to the UN General Assembly decision nor to the International Civil Service Commission, rather to the need to simplify some provisions of the Staff Regulations and promote staff mobility, as some current arrangements were cumbersome and rarely used. The financial impact was minimal. Regarding the change to the mandatory age of separation, a paper outlining the workforce planning implications would be submitted to the next session of the Governing Body following internal discussions.

Decision

95. ***The Governing Body approved the amendments to the Staff Regulations contained in the appendix to document GB.328/PFA/9.***

(GB.328/PFA/9, paragraph 6.)

Tenth item on the agenda

Matters relating to the Administrative Tribunal of the ILO: Withdrawal of the recognition of the Tribunal's jurisdiction by the Permanent Court of Arbitration (GB.328/PFA/10)

96. *The Worker spokesperson* said his group supported the draft decision.
97. *The Employer spokesperson* said that his group supported the draft decision. However, information on the reasons behind the decision of the Permanent Court of Arbitration (PCA) to withdraw its recognition of the jurisdiction of the Administrative Tribunal of the ILO would be welcome.
98. *Speaking on behalf of the Africa group*, a Government representative of Ethiopia said that his group supported the draft decision.
99. *A representative of the Director-General* (Legal Adviser) said that the Office had not enquired into the reasons behind the PCA's decision, but that it had requested and received a copy of the Court's revised Staff Rules and Directives. It appeared that the decision was financially motivated, as the fees of the new, sole arbitrator of the PCA would be capped at €5,000 per arbitration in 2016, thereafter to be adjusted for inflation. The decision of the PCA did not appear to mark the start of a new trend, as two further international organizations wished to accept the jurisdiction of the Administrative Tribunal and work was ongoing to examine their requests in that regard by March 2017.

Decision

100. *The Governing Body:*

- (a) *took note of the intention of the Permanent Court of Arbitration (PCA) to discontinue its recognition of the jurisdiction of the Administrative Tribunal following the revision of its Staff Rules and Directives dated 1 July 2016;*
- (b) *confirmed that the PCA would no longer be subject to the competence of the Tribunal with effect from 1 November 2016, except as regards the complaint (Case AT-5-3895) currently pending before the Tribunal;*
- (c) *requested the Director-General to follow up with the PCA secretariat regarding the payment of any outstanding costs.*

(GB.328/PFA/10, paragraph 7.)

Appendix

Statement by the Chairperson of the Staff Union Committee to the Programme, Financial and Administrative Section of the Governing Body (328th Session – 1 November 2016)

Chairperson,
Director-General,
Ladies and gentlemen, members of the Governing Body,
Dear colleagues,

I have the honour to address you today as Chairperson of the ILO Staff Union, which represents 70 per cent of the Organization's staff members. For many years, it has been customary for the representative of the Staff Union to inform you of its position on the session and on the documents presented in so far, of course, as these documents have an impact on the working and service conditions of the Organization's staff. It also gives you, the members of the Governing Body, an opportunity to assess the status of social dialogue within the ILO.

Labour relations

Since this session is slightly different in that it marks the end of a Director-General's first four-year term of office, the Staff Union would like to comment briefly on the issue of social dialogue.

In 2012, as you know, the situation of labour relations in the ILO was not encouraging and, in any case, did no credit to the Organization. To put it simply, we had stopped talking to each other. Since the arrival of the current Director-General, Mr Guy Ryder, management and the staff representatives have worked slowly but surely to reweave the fabric of social dialogue. The past four years have involved hours of observation rounds, discussions, negotiations and periods of both calm and turbulence. But at least dialogue has not faltered since then and the Staff Union welcomes this development.

Moreover, the fact that several collective agreements were signed during this period is proof of the benefits of collective bargaining, which ensures a degree of social harmony even within an international organization in which it is sometimes difficult for the staff representatives to identify the officials with whom they should be speaking. In any event, these representatives strongly hope that with the appointment of a new UN Secretary-General, the ILO will serve as a model for labour relations and that its staff, constituents and Director-General, working together, will apply their persuasive skills to make collective bargaining a reality throughout the UN system. This is in all of our interests.

Even within the Office, where tripartism is customary, the fabric of social dialogue is fragile and, like a fishing net, requires constant care to keep it from unravelling.

To that end, the ILO Staff Union and management have taken another step in strengthening labour relations this year by, among other things, improving the functioning of the Joint Negotiating Committee through the appointment of an independent Chairperson. The staff representatives hope that this joint decision will help to ensure that positions are balanced, tangibly improve the Staff Union's access to the information required for negotiations and lead to calmer discussions.

Of course, significant challenges lie ahead for the ILO and its staff, so I will now share with you the staff members' current concerns about the documents submitted for your consideration and approval during this session.

***Implementation of the UN General Assembly's
decisions on the compensation package
(GB.328/PFA/9)***

As you know, the conditions of service of ILO staff members are governed in part by what is known as the UN common system. The reform of the staff compensation package proposed by the International Civil Service Commission (ICSC) was not welcomed by UN staff members and, over the past three years, has been the subject of many discussions between the ICSC and international staff federations. Let us recall that, in principle, the purpose of the reform was to simplify a system that was considered overly complex. It was adopted by the UN General Assembly in December 2015 over the objections of the entire staff and, as the latter had predicted, its initial objectives have not been met because its implementation is complex and time-consuming; little money will be saved and the reform even goes against some of the other recommendations made by the member States. At present, the only impact of the reform is to significantly worsen staff members' conditions of service over the long term not only with regard to wages and career prospects, but also by reducing staff mobility incentives, including for high-risk duty stations. The ILO staff is particularly shocked to see these measures accepted by the same member States that are calling for the recruitment of highly skilled staff and the promotion of mobility in the field. Obviously, if the UN really wanted to attract highly qualified staff, particularly young people, the solution was not to make its posts less attractive by reducing the conditions and benefits necessary for effective work in the field.

The ILO staff representatives are even more disappointed by the manner in which the proposed amendments to their Regulations were discussed. The autonomous nature of the Regulations, the previous negotiations and the recent signing of the Collective Agreement, intended primarily to encourage mobility in the field, required transitional measures to mitigate the demoralizing effect of the compensation package on staff. However, management not only elected not to take the staff's requests on this matter into account but avoided opening discussions on any other UN General Assembly decisions, including the one that increased the retirement age to 65.

In short, the staff do not support the amendments to the Staff Regulations because they will not help to recruit highly qualified staff and, in the long term, will reduce staff members' career prospects and conditions of service and, above all, will undermine all of the Organization's recent efforts, under the guidance of the Governing Body, to encourage greater mobility in the field.

Moreover, the staff, together with the UN staff federations and unions, have begun a legal study of the rationale for the decisions taken by the General Assembly and their impact on the acquired rights of civil servants. They also reserve the right to take any available steps, including legal action, once these measures enter into force.

The ILO's Strategic Plan for 2018–21
 (GB.328/PFA/1)

***Preview of the Programme and
 Budget proposals for 2018–19***
 (GB.328/PFA/2)

Although these documents were discussed yesterday, the staff representatives have read them carefully and would like to draw the attention of the Governing Body to the following remarks. Clearly, the practice of not allowing these representatives to speak until after a discussion has concluded is becoming habitual.

The staff representatives note that paragraph 65 of the Strategic Plan refers to the “One ILO” approach, a term coined by the Staff Union, and are pleased that management has taken it on board. It must, however, become more than an empty promise; over 40 per cent of ILO staff members are working on development cooperation projects under unsafe conditions that prevent them from carrying out their work properly or from achieving a decent work–life balance. For example, the member States’ recent decision to drastically reduce budget allocations to HIV/AIDS activities has, not on paper but in practice, led to post reductions and lay-offs for men and women, some of whom had served the Organization for a decade or more. These colleagues, who are being callously told that because they work in development cooperation, they are not really part of the Organization and have no career prospects, feel great bitterness at being relegated to a subcategory of staff members; some of them are only entitled to have their contracts extended on a month-to-month basis, often owing to a lack of overall planning or to the excessive parcelling of development cooperation funds.

The staff representatives have also taken note of the statement, in paragraph 65, that it is artificial to compartmentalize activities by source of funding and of the proposals for remedying that situation. The Staff Union cautions against any attempt to use this proposal to dilute the ongoing and fundamental work of the Organization on matters such as standards, unemployment policy and any other essential activity by equating them with mere short-term missions fated to be lost in the shifting tides of priorities or decisions that circumvent the Governing Body’s oversight. This is a basic governance issue that would have immediate repercussions for staff members, particularly those whose positions are funded from the ILO’s regular budget. It is absolutely essential for the staff of international organizations and, a fortiori, those of the ILO to have long-term contracts so they can work safely and, above all, independently. Such contracts are the very life blood of the international civil service; they are its strength and enable its members to keep a cool head and put their skills to use wherever in the world they are needed as one political or economic crisis follows another.

Lastly, the staff representatives have also taken note of paragraphs 67 and 68 and, in so doing, learned for the first time of the proposal to redeploy at least 60 workers from administrative functions to policy and technical work as part of the comprehensive review of all business processes. Staff representatives are always sorry to learn of such a proposal, which will inevitably have a significant impact on the staff and was never mentioned at the meetings held with the Staff Union precisely in order to discuss such matters. Rest assured that the Staff Union noted, during yesterday’s discussion of this document, that this will entail a transfer of functions. How, exactly, are the incumbents of administrative posts – not all of whom have reached the retirement age – supposed to become child labour specialists or labour economics researchers with the stroke of a pen? With all this reprofiling ahead of us, might it not be worth giving serious consideration to increasing the Human Resources Development budget? How else will this high-wire act be pulled off successfully?

In short, the proposal contained in paragraph 68 should not have been included in this document because the necessary consultation process has yet to be held. Given its impact on the working and service conditions of staff members, it should first be discussed in depth with the staff representatives.

Ladies and gentlemen, as you see, the fact that the ILO has the right tools for dealing with employment relations does not make the task any easier.

Of course, these concerns have also been raised with management during our ongoing negotiations, particularly on the reform of the contracts policy and on implementation of the UN General Assembly's decision to raise the mandatory retirement age to 65 as from 2018. Naturally, we hope that the outcome of these negotiations will allow the Organization not only to face the future boldly, fully equipped and appropriately skilled, but to care for its staff members by valuing them, protecting them and giving them the trust that they need in order to meet the goals that it has set for them, which are commensurate with the fundamental values and principles that it has been defending and promoting for almost a century.

Thank you for your attention.