



INTERNATIONAL RULEMAKING FOR THE FUTURE

**9th Annual meeting of the Partnership of
International Organisations for Effective
International Rulemaking**

5th December 2022, Paris

World Organisation for Animal Health Headquarters



The 9th Annual meeting of the partnership of international organisations for effective international rulemaking (IO Partnership), first in-person meeting after 2 years, brought together over 60 participants to identify priorities for international rulemaking for the future. Participants included Secretariats from 28 international organisations (IOs) - 15 of which were represented by their Heads - OECD Ambassadors and academics from the *Academic Friends of the IO Partnership*. The meeting was hosted by the World Organisation for Animal Health (WOAH), in Paris. The event took place over two days, with the first day dedicated to high-level discussions among senior representatives of IOs' Secretariats, governments, and academia, and the second day including follow-up to these discussions at working level. This summary highlights the high-level discussions of the first day.

The 9th annual meeting brought new impetus for IOs, individually and together, to strengthen the agility, impact and inclusiveness of international rulemaking supported by the [Compendium of IO Practices: Working Towards More Effective International Instruments](#) (IO Compendium) launched in 2021. The Compendium provides a collection of practices on the rulemaking practices, governance arrangements, and organisational dynamics of IOs through exchange of experiences across the Secretariat of participating IOs over the past 9 years.

Participants reaffirmed the strong willingness and momentum to co-operate across Secretariats of IOs on international rulemaking, to maximize the effectiveness of international instruments for their members, reduce potential duplications and improve collective action in times of global crisis.

With the 10th annual meeting of the IO Partnership approaching in 2024, participants supported ambitious and concrete ways of better co-ordinating their international rulemaking activities within the IO Partnership. In particular, they discussed priorities that the IO Partnership could take on going forward to continue improving the effectiveness of international rulemaking to prove most useful for their members. Beyond remaining priority improvements of the process and governance of international rulemaking, participants also identified shared strategic priorities that would benefit from discussions within the IO Partnership to build collective international resilience. Among others, this included namely discussions around strategic foresight and anticipation of future crises, joint analysis and reactions to major global crises, and long-term protection of public goods such as human health or climate change where the IO Partnership should be leveraged for co-operation between Secretariats of IOs to enable the international rulemaking processes and governance to help their constituencies meet complex global challenges.

Introductory session. International organisations' role in supporting countries to anticipate, react, and rebuild in the face of global disruptions

Moderator: Dr. Jean-Philippe Dop, Deputy Director-General, World Organisation for Animal Health

Opening remarks:

- Mr. Mathias Cormann, Secretary-General, Organisation for Economic Cooperation and Development (OECD)
- Ms. Monique Eloit, Director-General, World Organisation for Animal Health (WOAH)
- Mr. Didier Lenoir, Ambassador, Permanent Representative of the European Union to the OECD

Video greetings:

- Mr. Martin Milton, Director, International Bureau of Weights and Measures (BIPM)
- Ms. Anna Joubin-Bret, Secretary, United Nations Commission on International Trade Law (UNCITRAL)
- Mr. Kunio Mikuriya, Secretary-General, World Customs Organization (WCO)

- **Governments are facing a highly uncertain and volatile global context, which inevitably challenges international consensus building and impacts the international rulemaking landscape.** Consensus emerged during this session that the effectiveness of multilateralism is especially important in the context of economic, political, and health disruptions, to enable countries to work collectively and ensure well-being for all.
- **Multilateralism is best embodied by inter-governmental organisations, that play a key role in addressing global disruptions by fostering co-operation across governments, often bringing in the views of civil society and private actors. However, participants underlined the urgency of modernising the international rulemaking processes and governance to facilitate members' reliance on them.** Several highlighted the potentials of the IO Partnership in enabling this modernization. [The IO Compendium](#), fruit of 9 years of exchange of experience, surveys and analytical work among Secretariats of IOs, and representing a collective effort to strengthen the quality, effectiveness and impact of their international **instruments**, was referenced as essential to set an enabling environment to improve international rulemaking and deliver better for IO members' global policy needs. Participants noted the importance of making use of the IO Compendium and updating it regularly to ensure IOs continuously provide effective support to their members' global needs.
- Going forward, the **IO Partnership and the knowledge it has gathered so far can be further leveraged to improve international rulemaking**, through modernization and improvement of existing multilateral governance and rulemaking frameworks. To do so, IOs, with their members in the driver's seat and their Secretariats providing institutional and technical support, could work towards common objectives, global instruments and clearer roles and responsibilities in areas of priority for the public good.

Session 1. Working towards common goals with more agile, effective and inclusive international solutions

Moderator: Dr. Jean-Philippe Dop, Deputy Director-General, World Organisation for Animal Health

Panel	Lessons learnt from recent experiences	Priorities to better address global public goods ¹
Panel 1: Agile responses to address members' rapidly evolving policy needs	Covid-19 required agility and adaptability to limit the spread of the pandemic which had global scope and effects. As access to medical goods and food products were	<ul style="list-style-type: none"> • Engage and search for common objectives, understandings and terminologies;

¹ Used without specific definition under its common understanding, as the goods whose benefits affect all citizens of the world, e.g. natural environment, human health, technological progress, etc.

Session 1. Working towards common goals with more agile, effective and inclusive international solutions

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Panel	Lessons learnt from recent experiences	Priorities to better address global public goods ¹
<p><u>Panelists</u> :</p> <ul style="list-style-type: none"> ▪ Mr. Paul Hubbard, Assistant Secretary of Regulatory Reform Division in the Australian Federal Department of Finance ▪ Mr. Wolfgang Küpper, Secretary-General, Organisation intergouvernementale pour les Transports Internationaux Ferroviaires (OTIF) ▪ Mr. Philippe Metzger, Secretary-General and CEO, International Electrotechnical Commission (IEC) ▪ Ms. Nena Stoiljkovic, Under Secretary General, International Federation of Red Cross and Red Crescent Societies (IFRC) 	<p>limited due to disruptions in global value chains, many IOs constituencies innovated via new digital tools and tested new co-operation means. A number of IOs are reflecting on the effectiveness of their response to the Covid-19 crisis and to draw lessons going forward.</p> <p>As IOs were at the centre of efforts to maintain necessary international flows while protecting health and safety of citizens, they too had to practice agility and adaptability. In particular, given the urgent need for international action, IOs paid increased attention to risk and proportionality in their rulemaking.</p>	<ul style="list-style-type: none"> • Review crisis-response to draw lessons that may be useful for each IO individually and the multilateral rules-based system as a whole; • Co-operate around respective strengths of IOs, and consider when necessary co-operation also with private actors whose action can be beneficial to IOs’; • Better stakeholder engagement and co-ordination among IOs are even more essential in a multipolar and complex world, while maintaining a balance between agility and inclusiveness; • Risk-proportionality is key to better international rulemaking.
<p><i>Panel 2: Evaluating and enhancing impact to reap the benefits of IOs</i></p> <p><u>Panellists</u></p> <ul style="list-style-type: none"> ▪ Mr. Francisco Saffie Gatica, Ambassador, Permanent Representative of Chile to the OECD ▪ Mr. Rolph Payet, Executive Secretary of the Basel, Rotterdam and Stockholm Conventions (BRS Conventions) ▪ Ms. Etty Feller, Chair, International Laboratory Accreditation Cooperation (ILAC) 	<p>Impact evaluation is essential for the legitimacy of international instruments. This requires citizens’ confidence of the quality and effectiveness of IOs. Assessing the impact of international instruments is the key source of compelling evidence to respond to this.</p> <p>For most IOs, impact evaluation remains a major challenge. This is mostly due to methodological constraints, limited sharing of information of work conducted within IOs at the domestic level, different approaches to data management and availability between IOs.</p>	<ul style="list-style-type: none"> • Work towards better exchange of information and data on the use of international instruments as well as methodologies to gather them in two directions: (1) between IOs and (2) at the domestic level; • Build on the key principles identified in the IO Compendium to enhance the systematic evaluation of impacts of international instruments to reinforce trust in global governance and strengthen the democratic legitimacy of IOs.
<p><i>Panel 3: Inclusive engagement throughout international rulemaking</i></p> <p><u>Panellists</u></p> <ul style="list-style-type: none"> ▪ Mr. Fransisco A. Lima Mena, Secretary-General, Secretaría de 	<p>The linkages between IOs are often very strong and complementary without necessarily being apparent. It is essential that there is flexibility to co-operate for new bridges between IOs to be able to emerge.</p> <p>IOs working in silos and following different operational modalities miss opportunities to</p>	<ul style="list-style-type: none"> • Explore opportunities within the IO Partnership to exchange information more systematically among IOs on existing and on-going international rulemaking / instruments to ensure more coherent, holistic approach to preserving public goods.

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Panel	Lessons learnt from recent experiences	Priorities to better address global public goods ¹
<p>Integración Económica Centroamericana (SIECA)</p> <ul style="list-style-type: none"> ▪ Mr. Emanuele Riva, Chairman, International Accreditation Forum (IAF) ▪ Mr. Yuko Yasunaga, Deputy Director General, United Nations Industrial Development Organization (UNIDO) 	<p>capitalise on knowledge gathered in other IOs.</p> <p>While IOs are increasingly engaging with the stakeholders, reaching out to underrepresented groups such as SMEs and youth is a challenge for most. This can be because these target groups tend to have less resources, capacity and awareness to follow IO work, and because IOs rarely make specific efforts to engage with them.</p>	<ul style="list-style-type: none"> • Engaging further stakeholders to reflect today's realities in international rulemaking, beyond multinational companies to also SMEs as well as citizens; • Explore opportunities for systematic capacity building exercises about international rulemaking, to enable involvement of a wider range of interested parties – particularly by targeting SMEs and youth groups.

Session 2. Evolving global governance: Breaking siloes for effective results

Moderator: Ms. Jo Tyndall, Director, Environmental Directorate, OECD

Panellists

- Mr. Kevin Dancey, Chief Executive Officer, IFAC
- Ms. Lee Ann Jackson, Head of Division, OECD
- Ms. Céline Kauffmann, Head of Division, OECD
- Ms. Catherine Machalaba, Principal Scientist, EcoHealth Alliance
- Mr. Sergio Mujica, Secretary-General, ISO
- Mr. Pau Roca, Director General, OIV

- **Co-operation requires concessions, which inevitably makes it more difficult to achieve. Everybody likes co-ordination, but nobody likes to be coordinated.** Yet there are successful examples on how to break siloes, establishing a common language is often a first necessary step. The [One-Health](#) approach started with the development of common definitions and evolved into an ambitious inter-institutional co-operation between FAO, WHO, WOH and UNEP, to prevent, predict, detect, and respond to global threats to health of people, animals and the environment. Regular coordination platforms at the national level on One Health, that support more informed decision-making with stakeholders at all levels of governance, has been an important success factor of the One Health initiative.
- **High-level political commitment can be instrumental in enabling cooperation across policy areas and actors.** This is often recommended within governments, for further coordination at the domestic level. For example, the **2022 Recommendation on International Regulatory Co-operation to Tackle Global Challenges [OECD/LEGAL/0475]** recommends that Adherents adopt a whole-of-government approach that conveys political leadership and builds a holistic vision for international co-operation. Countries within the EU have taken a similar approach in cross-cutting policy areas such as food security appointing a high-ranking minister responsible for advancing a whole of government response and break silos. At the international level, such high-level impetus has been sought with the One Health High-Level Expert Panel, as with the [Intergovernmental Panel on Climate Change](#).

- **Ambitious international co-ordination is valuable as it can allow to identify weaknesses or gaps in the existing international rulemaking landscape.** For example, many still recognize the limitations of impact assessments and safeguards conducted at the international level. The One Health High-Level Expert Panel concluded that impact assessments did not sufficiently integrate information on risks and risk mitigation, including in cost-benefit analysis. Similarly, many note the insufficient consideration of SME perspective in international rulemaking, which may result in international instruments that discourage innovation or create technology lock-in. Finally, certain IOs have introduced governance reforms to reflect changing circumstances and evolving needs of their members. This is the case of [IFAC](#) (the International Federation of Accountants), that is implementing reforms following a review of its standard-setting process, to improve scrutiny and oversight, as well as inclusiveness of its standards.
- **Looking beyond the specific reasons why each IO has been established, what makes IOs really unique is “how” they develop international instruments.** Discussions underlined that all IOs have in common their grounding on multilateral processes that enable consensus-building and technical-based collective action at the international level. Still, many recognized these processes established decades ago needed to be more transparent, inclusive, and demonstrate their impact. General agreement was voiced on the IO Compendium as a useful tool to reinforce the common strengths of IOs and reinforce the key added values of “how” international rulemaking is developed so that they can deliver effectively on their members’ priorities.
- **Global crises such as the ongoing pandemic and climate crisis or the 2007-08 financial crisis are a reality-check for IOs, forcing innovation that bridge silos and promote coordination.** For example, the 2007-08 price hikes in food prices led to the creation of the [Agricultural Market Information System](#) (AMIS), an inter-agency platform involving 10 international actors of different nature and mandate (FAO, Group on Earth Observations Global Agricultural Monitoring, International Food Policy Research Initiative, International Fund for Agricultural Development, International Grains Council, OECD, United Nations Conference on Trade and Development, the World Bank Group, World Food Programme, and the World Trade Organization) to enhance food market transparency and policy response for food security by the G20 Agriculture Ministers to coordinate policy action in times of market uncertainty.

Session 3. The multilateral rules-based system in the face of uncertainty

Moderator: Mr. Duncan Cass-Begs, Senior Counsellor on Strategic Foresight, OECD

Panellists

- Mr. Giancarlo Kessler, Ambassador, Permanent Representative of Switzerland to the OECD
- Ms. Monique Eloit, Director-General, WOAHA
- Mr. Julien Pellaux, Director, Partnership Division, UNESCO
- Mr. Jean-Marie Paugam, Deputy Director General, WTO
- Ms. Elsa Pilichowski, Director, Public Governance Directorate, OECD
- Mr. Ignacio Tirado, Secretary General, International Institute for the Unification of Private Law (UNIDROIT)

- **There is no question “if” a future crisis will occur, but rather “when”, and “how”. Rulemaking and governance at the national and international levels need to be ready to react in such a situation.** Many global challenges are known – such as exponential evolutions of Artificial Intelligence, Biotechnology, climate change – and still represent an ongoing threat to health and livelihood. But there are also major unknown threats.
- **IOs’ knowledge and foresight capacities are an important resource to anticipate future uncertainties and crises.** Co-ordination, evidence-based decision-making and governance processes in the event of an existential crisis can support better preparedness to address such crises. This requires acknowledging that we may face threats that cut across existent jurisdictional and governance boundaries and recognising the added values of each actor at the national, international, or public or private levels.
- **Prevention of new crises requires creativity in leveraging existing mechanisms** (e.g. international instruments, rulemaking processes, institutions, co-ordination mechanisms) as well as **capacity building on risk anticipation**

and crisis management, before creating new mechanisms and risking duplicating efforts, as well as acceptance to renew and rethink existing ways of working.

- By contrast, **crisis-preparedness in the future may require innovating more in the international rulemaking and development of international instruments**. This could include varying the legal tools, e.g. relying less on consensus-based multilateral treaties but rather “softer” **instruments** between like-minded countries, more flexible commitments, as well as considering national circumstances, as is increasingly done in environmental standards. Whatever international rulemaking avenues chosen, collaboration at technical level on global issues remains crucial, whether from public or private sector. The Covid-19 crisis management highlighted the importance of developing an incident management system at the early stages of the crisis; contingency planning for the continuity of services; identifying key partners to develop joint activities to allow for quick responses; and managing and supporting a healthy information environment.
- **Trust is key for IOs to deliver effectively**. Trust in IOs from their own members (that most commonly implement **international instruments**), other IOs (to reinforce complementarities and avoid duplication) and citizens at large (who are most to benefit from IO actions) is essential to ensure the effectiveness of international action. This is all the more important in the face of complex and interconnected challenges such as climate change. Yet, the OECD [Survey on the Drivers of Trust in Public Institutions](#) suggests that IOs are not naturally assimilated to the solution to global problems by citizens. Results show that although on average across countries people are most likely to express interest in global co-operation to address issues like climate change, terrorism, and pandemic preparedness, there is still relatively low public support for global co-operation to target these issues; only around half of respondents call on governments to work together to address climate change. This can be due among other factors on the increasingly common perception that global co-operation is a game of national elites and global corporations. This points to a disconnect between expectations and existing mechanisms to deliver on such expectations and highlights the importance of a transformation of public governance approaches and institutions to ensure that they are fit to cooperate at the international level.
- **Constituencies of IOs are accountable to show the value and effectiveness of the IOs they created and continue investing in**. By supporting better evaluation of use and impact **international instruments**, co-ordination among IOs to maximise their complementarities, and inclusiveness of international rulemaking, members of IOs can bring out the best of IOs. The analytical work and exchanges within the IO Partnership over the past 9 years have fostered common reflections, [fed into ambitious reforms](#) such as the creation of the WOAHS Observatory to monitor the use of international standards. The progressive use of the IO Compendium and further collaboration within the IO Partnership can help IOs regain these different levels of trust.

What's next for the IO Partnership?

- IO Partners are invited to fill in the [IO Partnership 2022 Survey](#) and return it to the IOP Secretariat **by 15th March 2023**;
- **The Spring Meetings of the IO Partnership are scheduled for 4-5th May 2023 in Geneva, Switzerland, in the Headquarters of ISO.**
- On an on-going basis, IO Partners are invited to:
 - Contribute actively to the working-group activities, by reacting to focal-point calls for information and/or meetings;
 - Share their experiences and current efforts on compiling international instruments through the online [IO Partnership e-portal](#);
 - Inform the OECD Secretariat of interest or experience in managing global existential risks or interest in better co-ordination in such areas, to be more closely involved in analytical work of the IOP on this going forward.

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