

## Board of the Centre

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CC 80/3

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FOR DISCUSSION AND GUIDANCE

### THIRD ITEM ON THE AGENDA

## Independent evaluation of training and learning activities on the thematic area of “International Labour Standards”

### I. Introduction

1. In the *ILO Field operations and structure, and technical cooperation review (2013)*, concern was expressed about the relevance of the Centre’s services to ILO constituents. In response to this concern, the Centre committed to conduct independent evaluations of thematic technical areas of expertise on a cyclical basis. Three independent evaluations of thematic areas were consequently undertaken in 2014, 2015 and 2016<sup>1</sup>.
2. In 2017, the thematic area of expertise selected for independent evaluation was “International Labour Standards” (ILS). The objective of the evaluation was twofold: a) to provide the Centre with evidence of the relevance and effectiveness of its training and learning activities directly linked to the thematic area of International Labour Standards; and b) to provide evidence about the extent to which the promotion of rights at work is mainstreamed across other training and learning activities of the Centre. The findings and recommendations will guide the further development and evolution of the Centre’s portfolio of training and learning activities in this area in the 2018-19 biennium<sup>2</sup>.
3. The evaluation reviewed two clusters of training activities of the Centre. The first cluster were training activities linked to the thematic area on ILS and delivered by the International Labour Standards, Rights at Work and Gender Equality (ILSGEN) Programme of the Centre (called in the following Group 1 activities). Activities linked to the thematic area on ILS are meant to directly contribute to the achievement of high-level policy outcome No. 2 (ratification and application of ILS) of the ILO Programme and

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<sup>1</sup> CC 77/4, CC 78/3 and CC 79/2.

<sup>2</sup> The full text of the report of the independent evaluator is available at:  
<http://www.itcilo.org/en/the-centre/board-documents>

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Budget for 2016-17.<sup>3</sup> The second cluster were training activities linked to other thematic areas of the training portfolio of the Centre and delivered by either the ILSGEN Programme or other Technical Programmes; in the second cluster, a further distinction was made between training activities delivered by the ILSGEN Programme (Group 2), training activities delivered by other Technical Programmes with inputs from ILSGEN experts (Group 3), and training activities delivered by other Technical Programme without any involvement from ILSGEN experts (Group 4). The distinction of these three sub-groups in the second cluster was meant to ensure that the analysis would cross-cut the entire activity spectrum of the Centre and not be biased towards activities carried out by the ILSGEN Programme or with inputs from ILSGEN experts.

4. The evaluation was carried out during May - July 2017 and covered a sample of 15 training activities carried out between mid-2015 and mid-2016. This allowed for a time lapse of at least twelve months between participation in the activity and follow-up evaluation. The sample of training activities was composed of three activities directly linked to the thematic area on ILS (Group 1) and 12 activities linked to other thematic areas of the Centre, in the latter case including two activities delivered by the ILSGEN Programme (Group 2), two activities delivered by other Technical Programmes with ILSGEN expert inputs (Group 3) and eight activities delivered by other Technical Programmes without ILSGEN inputs (Group 4). Activities in the first group were selected by the manager of the ILSGEN programme in consultation with the evaluator while activities in the second, third and fourth group were identified for all three sub-groups by way of random sampling. The purposeful selection of activities in the first group was meant to ensure that all flagship programmes linked to the thematic area on ILS would have been covered. The random sampling of activities in the second group was meant to avoid bias in the selection process.

### Assessment criteria

5. The evaluation focused on the relevance of the selected activities to the needs of the participants and, where applicable, of the institutions supporting their participation, the validity of the activity design, efficiency, effectiveness; impact, and sustainability.

Assessment Criteria	Questions to be addressed
<p><i>Relevance and outreach of the activity:</i> Relevance refers to the extent to which the objectives of the activity are consistent with beneficiaries' requirements, and partners' and donors' policies.</p>	<ul style="list-style-type: none"> <li>• How well did the activity operationalize the 2016-17 Strategic Plan of the Centre and the higher level ILO 2016-17 Programme and Budget?</li> </ul>

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<sup>3</sup> The outcome statement reads as follows: "Member States are better equipped to ratify, apply and give effect to international labour standards as a means to advance decent work and achieve social justice". ILO P&B 2016-17, p.13f.

Assessment Criteria	Questions to be addressed
<p><i>Validity of the activity design:</i> The extent to which the design of the activity was logical and coherent.</p>	<ul style="list-style-type: none"> <li>• Was the result of promotion and application of ILS logical and realistic? How likely was it that the intended results of promotion and application were to be achieved?</li> <li>• Did the end-of-activity evaluation and (where applicable) the follow-up activity evaluation effectively measure results and progress in promotion and application of ILS?</li> </ul>
<p><i>Effectiveness:</i> the extent to which the activities immediate objectives were achieved, taking into account their relative importance.</p>	<ul style="list-style-type: none"> <li>• What results have been achieved/what progress has been made/what change has taken place in relation to the promotion and application of ILS since the implementation of the activities?</li> <li>• Which gaps remain and how could these be addressed through follow-up activities?</li> <li>• To what extent have the activities been an effective instrument to strengthen the institutional capacity of tripartite partners?</li> </ul>
<p><i>Efficiency of use of resources:</i> A measure of how economically resources/inputs (funds, expertise, time, etc.) were converted to results.</p>	<ul style="list-style-type: none"> <li>• Have the resources invested into the delivery of the activities been used in the most efficient manner with a view to promote and apply ILS? How economically were resources and inputs (funds, expertise, time etc.) converted to results? Did the results justify the cost?</li> <li>• What time and cost efficiency measures could have been introduced without impeding the achievement of results?</li> </ul>
<p><i>Effectiveness of management arrangements:</i> The extent to which management capacities and arrangements put in place supported the achievement of results.</p>	<ul style="list-style-type: none"> <li>• Were the roles and responsibilities for promoting ILS of Centre officials, including programme management, who were responsible for the implementation of the activities clearly defined and understood?</li> <li>• Were the current arrangements for implementing the activities effective?</li> <li>• Were the activities coordinated across Technical Programmes?</li> </ul>
<p><i>Impact orientation of the activity:</i> The strategic orientation of the activity towards making a significant contribution to broader, long-term, sustainable development changes, and whether the changes have been durable/were replicated by beneficiaries.</p>	<ul style="list-style-type: none"> <li>• How likely is it that the results of the activities in terms of promotion and application of ILS will be maintained or up-scaled by the participants?</li> <li>• What are the tripartite constituents' and judges' and lawyers', if applicable, perceived benefits from the activities (differentiated by groups)? What evidence exists of constituents and judges and lawyers, if applicable, benefiting from the activities?</li> <li>• What actions might be required for achieving long-term impact?</li> </ul>

## Methodology

6. The evaluation relied on several data collection techniques. This “mixed methods” approach combined both hard and soft evidence and involved multiple means of analysis:
  - Desk review: Analysis of the documentation related to the training activities under evaluation: flyers, training needs analysis, former evaluations reports, end-of-

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activity questionnaires, follow-up surveys and other documents reporting evidence on the training covered by the evaluation.

- An online survey, to ask participants about the impact and results of the training activities. A total of 412 participants were surveyed, with a response rate between 22.45 per cent and 37.93 per cent for the four groups of surveyed activities.
- Face-to-face interviews with staff of the Centre, including the Programme Manager, Activity Managers and Programme Assistants in the ILSGEN Programme as well as staff from other Training Programmes who contributed to and/or participated in the selected activities.
- Interviews via skype or telephone with former participants and with organizations who had sponsored these former participants in training activities of the Centre, to explore tangible and non-tangible changes resulting from the activities.
- Case studies of former participants, and organizations employing these former participants, applying the knowledge acquired during training.

## **II. Summary of the conclusions and recommendations made by the evaluator<sup>4</sup>**

### **Conclusions**

7. An overarching conclusion of this evaluation on the integration of International Labour Standards (ILS) in training provided by the Turin Centre is that their role is well recognized and measures to integrate them are pursued. The ILS-related programmes themselves transmit the contents and process of application of international labour standards in a comprehensive way. The training has demonstrably improved the participants' capacity to apply them. Some of the "flagship" programmes on ILS are success stories. They provide knowledge which is not available elsewhere.
8. Yet interviews conducted as part of the evaluation also demonstrated that a gap is seen to exist between the legal knowledge of the contents of the ILS (including the way in which the standards supervisory mechanism has interpreted them) and their practical application by national authorities and the social partners. This concerns the everyday use of their principles in concrete situations of law enforcement or various forms of bipartite and tripartite negotiations and social dialogue as well as different technical cooperation activities.

### **Relevance and outreach of the activities**

9. The evaluation included training activities directly linked with ILS and other training activities of the Centre. In this, it followed the strategic plans of the Centre and the Programme and Budget of the ILO, which both have underlined the importance of

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<sup>4</sup> Quoted from p.50ff of the evaluation report

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standards as a cross-cutting theme for all policy outcomes. Both the answers to the questionnaire and interviews with participants showed a significant level of satisfaction with the training activities and their relevance to the objectives of the training. Respondents gave numerous examples of how they had been able to make use of the acquired knowledge. For instance, some participants had found themselves at the International Labour Conference immediately after the training in exactly the kind of a situation that had been foreseen in the role-play and coped with it successfully.

10. The views expressed by the participants of the sample of the training courses and interviews with participants of other courses on the same topic converged. They did not substantially differ from the views expressed by programme managers in Turin, responsible officials in Geneva, and senior ILO managers.
11. The messages of satisfaction and achievement were clear. Training reached successfully out to personnel in key positions who, while not always being identified as part of a “labour community”, play a decisive role in promoting and enforcing the provisions of ILS. This concerns law enforcement officials, social workers, the academic community, the media and the public at large.

### **Validity of the activity design**

12. Respondents to the questionnaires and interviews with participants demonstrated a high satisfaction rate on the training itself, including clarifying the contents of ILS and the functioning of the ILO’s standards supervisory system in the courses carried out by ILSGEN. The immediate and medium-term positive results of the training in practice were confirmed. Judges and legal experts provided examples of how they had used ILS and supervisory findings in their work. The same was true for Government representatives, a number of whom participate in the International Labour Conference.
13. The interviews yielded several useful observations, which are quoted in this report and which underline the extent to which the training helped in dealing with real situations. The feedback (both immediately after the training and provided later in questionnaires) underlines that serious further reflection is needed to ensure that the cross-cutting ILS element is integrated in training programmes. The introduction of an ILS item into training programmes does not yet guarantee the integration of standards.
14. Satisfaction was obvious for the Groups 1-3, for which by and large participants had obtained new knowledge on ILS and made use of it successfully. In Group 4, the assessment of the usefulness of the courses remained high, but it was not related to ILS. Still, even when the training was neither arranged by ILSGEN nor recognized as ILS courses, a number of respondents agreed that the normative element was relevant and had been present. This was true for also highly technical programmes even when the normative base of the training had not been highlighted.
15. Some discussions with programme managers, resource persons and participants for these courses started with the observation that the course in question had nothing or little to do with ILS. In the course of further discussions and interaction, the view became more nuanced. It also underlined the need to make a clearer distinction between ILS in terms of legal instruments and their supervision and the normative foundation of ILO-ITC/ILO programmes in general.
16. The evaluation attempted to identify and locate the standards element in activities which were not explicitly linked to ILS. One conclusion is that, even when ILS are not referred to in the design of an activity and the training does not include a module on standards, this does not yet mean that integration has not taken place. Conversely, modifying the course description or adding to the training a module or session on ILS, does not mean

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that no integration would have taken place. The approach has to be seen in a more subtle manner.

17. The fundamental role of standards underlying the purposes of all training is less well recognized than their supervisory practices. Yet, training on employment policies or social protection issues is being carried out without specific references to the ILS (in terms of Conventions or Recommendations) although the item itself is on the ILO's agenda because there has been a need to set and implement standards on it.

### **Effectiveness**

18. Each training activity in the first, second and third groups grappled with the issue of applying ILS in practice, either legally or through policy implementation and tripartite cooperation. Somewhat surprisingly, there was little emphasis on the linkage between ILS and tripartite cooperation and social dialogue. Yet in a number of cases especially the social partners felt that the training had increased their capacity to engage with Governments on a whole range of social, economic and development issues.
19. While the training does cover examples – based on concrete situations – there apparently is a need for describing and discussing the variety of approaches to implementing ILS in practice. Awareness of different methods and cases can be an eye-opener. Both the replies to the questionnaires and the interviews conducted showed that many participants hoped for more time and attention to their specific concerns. Exchanges of experience on similar issues in other circumstances were considered to be particularly useful. This did not lead into suggestions for changing the methodology, but rather for increasing the space allotted for interaction between the participants and the trainers.
20. The political dimension of ILS did not feature directly in the evaluation, but there were sufficient references to it to warrant some observations. ILS is a “sensitive topic”, as their supervision can put countries under significant international pressure. The role of the ILO, including training, is to assist the tripartite constituents in their dialogue with the supervisory bodies. The functioning of the supervisory process, including the role of the International Labour Office, is in need of further clarification. This is especially true for coping with requests of the supervisory bodies.
21. It is counterproductive if the design or projection of the training attempts to hide or downplay this aspect. Yet it is important to recall that one of the fundamental aims of ILS training is to overcome deficiencies in the application of standards. Over the last two decades, conclusions of the supervisory bodies have increasingly recommended the use of technical advice, assistance and participation in technical cooperation programmes. This recognizes that often deficiencies in the application of ILS issues arise out of a lack of capacity and not from the absence of political will. Training has provided to be a significant remedy to many perceived problems. The training of judges on ILS in Belarus in June 2017 serves as an example of this.<sup>5</sup>

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<sup>5</sup> Please note that the training activity in Belarus referenced by the evaluator was not part of the sample of activities assessed during the evaluation. The finding reflects feedback from additional interviews had by the evaluator with delegates in the 2017 International Labour Conference who had participated in an ILS course conducted by the Centre earlier in 2017. These additional interviews served the purpose of reconfirming findings from the assessment of courses held in 2015 and 2016.

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22. As of the third group, the question is of whether the way ILS were covered was meaningful. As of this point, the ILS are not often presented primarily through the activities of the standards supervisory mechanism. The answers become more hesitant, and in the fourth group (“other training”), participants in the same course could give diametrically opposing answers to whether the course actually had dealt with ILS or not.
23. When ILS in terms of Conventions and other instruments are explained by specialists of the ILS Department, this transmits the experience of the standards supervisory mechanism of applying the Conventions. One particularly pertinent observation made during the interviews was that occasionally standards are best explained by those who deal knowledgeably with the subject, which in turn may not even be defined as an ILS issue.
24. There is a growing body of evidence of how technical cooperation can provide a way out of problems, even severe ones, which concern the application of fundamental standards. Possibly the best post-Cold War example is the Programme for the Elimination of Child Labour (IPEC). This, in turn, was followed by the Special Action Programme on Forced Labour (SAP-FL) and the Better Work Programme. These are programmes for the application of fundamental labour standards at the national, industry and local level through different techniques, such as monitoring. The interest in the Better Work approach, which is based on fundamental rights and concentrates on their application and promotion at the factory level is a good example of ways of linking ILS with development. This is also the direction outlined by the 1998 Declaration on Fundamental Principles and Rights at Work and, in particular, its follow-up through technical cooperation activities. When such programmes have become operational, the Committee of Experts on the Application of Conventions and Recommendations (CEACR) and the Conference Committee on the Application of Standards (CAS) have also in their conclusions and recommendations encouraged their use.

#### **Efficiency of the use of resources**

25. Both the immediate post-training satisfaction surveys and regular updates carried out afterwards lead to conclude that the training offered by the ITCILO provides good value for money. This is underlined by the fact that individual participants, who do not have an institutional backer, have seen them worthwhile to invest in. There are very few complaints about the length of the training, rather on the contrary.
26. Integrating ILS is not a question of resources. It is a question of programme design. Moreover, a number of demands for ITCILO training are either directly linked to ILS, for instance to learn how to cope with the provisions of a particular Convention.
27. Some comparison of costs with private sector training leads to the conclusion that, if indeed such training is available, it is at significantly higher cost per training day and without the accommodation provided by the Centre.

#### **Effectiveness of management arrangements**

28. The question of roles and responsibilities for promoting ILS by the programme managers or the participants themselves came up in particular in the sample courses for social dialogue for employers and organizing activities for workers. These training activities produced observations on the integration of ILS. Training targeted to practitioners of the social dialogue process or for trade union organizers is not aimed at producing standards specialists. In both cases, participants needed to be provided knowledge of when, where and how legal instruments and their procedures can be used.

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29. There is a difference between training on the use of tools, such as ILS, and the substance for which the tools have been designed. In both cases, the training takes place within a framework defined by ILS, but is not on their specific content. The training on project cycle management also falls into the category of building up the competence for managing processes, which in turn will need to engage various kinds of expertise based on ILS.
  30. Consequently, the training personnel do not necessarily have to have detailed knowledge of ILS, but they have to be able to explain how this knowledge can be accessed and used.
  31. This is particularly important with induction courses and other training for new ILO staff. The evaluation sample contained training on the basic functions of the ILO and the operational running of ILO programmes. These courses were all highly appreciated. The orientation course for new officials had incorporated ILS in the traditional way, by including an ILS module or explaining the role and functions of the ILO. The historical role of ILS was explained, and there was a dedicated session by an ILS specialist. Yet the impression received was that this was more of a “briefing” than interactive training.

### **Impact orientation**

32. Especially for judges and lawyers and those who, in their professional life, interact with the ILO, the possibility of staying in contact and updating information is crucial. Updating through electronic means, the expansion of a database, the existence of a “Community of Practice” and refresher courses, especially in the regions, all are ways of achieving long-term impact.
33. The further the training moves from the “pure” standard, the more it becomes a challenge to ensure that the link to the way in which the International Labour Code deals with each of the topics is maintained. For instance, the ILSGEN training session on diversity started with a solid introduction of the Conventions concerned, but it is not clear whether the subsequent lectures and interaction led into improved knowledge on how to use the instruments themselves.
34. At the UN fellows course, which was focusing on generic skills for the whole multilateral system, ILS were introduced through their relevance to Sustainable Development Goals and their implementation programmes. They appear to have been seen as interesting, but the success of their integration is difficult to assess. At least for the training of young professionals, none of whom ended up working for the ILO, the question of ILS apparently was a remote one.

### **Recommendations**

35. Against this background, the evaluation makes eight specific recommendations:

**First recommendation: As the ‘DNA of the organization’, the relevance of ILS should be brought out in all ILO and ITCILO activities**

36. Recognizing standards as a part of the DNA of the Organization and inherent in all activities carried out under the Decent Work approach calls for a renewed effort to recognize and explain their relevance. Unless their relevance is highlighted at an early stage of personnel training, they will be seen as a separate topic, equivalent to employment policy, labour inspection, occupational safety and health or any other of the ILO’s identified fields of work. ILS should be seen as relevant to all training offered by the ILO, and the aim of integrating them in all training programmes needs to be maintained.



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37. It should be assumed that anyone contracted to be a resource person or lecturer would be familiar with the ILO approach, which includes the strategic objectives of Decent Work – especially standards and social dialogue.
  38. When an increasing amount of training is delivered upon demand, through tailor-made courses, the “customer” needs to understand the benefits of turning to the ILO for obtaining a course. Some of these reasons are linked directly to the implementation, and interpretations, of ILS. In other cases those who request training may not be acutely aware of the ILS dimension of their request, and the ITCILO will have to be able to identify this element and explain how the training will contribute to the recipients’ knowledge and capacity of dealing with it. In this way use is made of the comparative advantage that ILS give to the ILO.
  39. The programme managers and their counterparts throughout the ILO should be given targeted further training on the role and use of ILS in all activities of the Organization.

**Second recommendation: More space for the application of ILS in practice**

40. Both questionnaires and interviews show that at all levels, starting with the core of ILS training, there is a need to continuously focus on ways in which ILS can be successfully applied in practice. Training should give sufficient room for practical examples, using actual case studies and engaging the participants in sharing their experiences. Ideally, it should demonstrate the sequence between the ILS – in their historical context – and the different ways in which they can be applied in practice, through national law, practice and tripartite cooperation and collective bargaining.
41. The two training courses in the evaluation sample, one for employers on social dialogue and another for trade unions on organizing, both put the use of ILS in a practical context. First of all, being able to undertake all these activities is due to fundamental freedom of association and collective bargaining rights. But secondly, they show the way in which the contents of ILS should be used in the construction of industrial relations systems.
42. Training should give sufficient space to exchanges of information and examination of different ways in which ILS have been successfully applied, either by the judiciary, public authorities, the constituents or other practitioners.

**Third recommendation: A more diverse approach should not lose cohesion and fundamentals**

43. A wider choice in selecting a specific track for training on certain aspects of an item in the courses of an “Academy” allows to go deeper in developing the skills specially needed. In the field of ILS, as it has been demonstrated above, this enables having a separate focus on the knowledge for, on the one hand, legal specialists who report on the Conventions, and, on the other hand, those who carry out inspections at workplaces. This can be compared to a tree, which branches off in several directions. It is indispensable to describe the whole tree itself at the time of training before concentrating on its branches.
44. The Academy-format would seem to cater for needs of both legal experts and practitioners, and of other groups (such as media). The benefit of this is increasing depth to those who directly need it. Any training will always have participants who wish to explore a broader perspective and others, whose interest is deepening their knowledge on a specific issue. With more a more diverse offer of training options, it is important to avoid a drawback in terms of ILS. In other words, a menu-approach should not lead into ignoring the basic ingredients. Concentrating on different practices should not take place at a cost to the knowledge base of ILS.

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45. The ILS base of training should be clarified either at the outset of a course or through the material sent to the participants prior to it.

**Fourth recommendation: A continuous learning experience maintains an international ILS community and contributes to a solid information base**

46. It is in itself a success of the training given that a significant number of participants feel that they are part of an international community, which needs to maintain links, both bilaterally and with the source of knowledge (the ILO and the ITCILO). As labour law is a continuously evolving subject, ensuring the function of such a network can only be in the interests of both the ILO and its training institute. The prospects for maintaining and developing a unique database of judgements based on ILS hold much promise. However, they have serious implications in terms of human and financial resources. This is one of the areas where cooperation with the academic community is important – also in terms of searching for funding.
47. In terms of applying ILS in practice, beyond the standards supervisory mechanism, the ILO is already now in possession of a wealth of experience and concrete examples of applying Decent Work. Any guide to good labour practices is a guide to the use of ILS, too.
48. The Turin Centre should endeavour to maintain a database of legal judgments and good practices, which could be accessed and complemented by the participants of training courses.

**Fifth recommendation: ILS training modules have to be rethought and tailor-made**

49. At one stage there was a decision that the integration of ILS in all ITCILO programmes should be done by a specific module on standards. As it turns out, a separate dedicated session on ILS in training programmes may not be the most appropriate way to ensure integration. Where such sessions are part of the programme, they need to be carried out so that they are adapted to the subject and purpose of the specific training concerned. Instead of a standard ILS module to be inserted into all or a large number of training activities, a training aid for all managers on the role of ILS, and how to explain them, is more efficient.
50. The traditional approach of inserting a module on ILS for each training activity should thus be fundamentally reviewed. This question arises even with ILS courses. For instance, a course on discrimination and diversity starts with presentations based on the ILO's Discrimination Conventions. Later, invited experts deepen the theme without necessarily referring to the Conventions or their use. In the case of discrimination, new forms continue to emerge, and they are also taken up in the standards supervisory mechanism.
51. Training sessions need to focus on evolving practice and debate on the issue and explore situations which may be anticipating situations not yet covered by ILS procedures. Training can also have an important role in further developing the action regarding different ILS.
52. The above does not mean that training module, or modules, on ILS would be obsolete. However, unless the training is an orientation course for new officials and staff, such a module should allow for considerable adaptation to the purposes of each specific course.
53. In the same way as training must increasingly be custom-made for the different needs of the participants, its components have to be adapted to fit the overall objective of training. The danger of a uniform ILS module in each programme is that it is seen as something

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external, not suited to the audience. “Tailor-made” has to apply not only to the training activity but to all its components.

54. A training aid for senior managers on the role of ILS, and how to explain them, would be useful. ILS have unnecessarily suffered from a perceived one-size-fits-all approach. Given the identified gap between the standards and their application in practice, more attention has to be paid to how the ILS component is introduced.
55. An ILS training module cannot be a one-size-fits-all product. It should be adapted to the concrete circumstances of each training. Current training modules should be reviewed in order to determine how their form and contents could be sufficiently adapted to different needs.

**Sixth recommendation: Inclusion of an ILS question in the post-course evaluation**

56. Since some years, the end-of-activity evaluation questionnaire has included specific questions rating the performance of the lecturers on the main topics. This questionnaire includes also a compulsory question on how gender issues have been covered. This question has been seen by the trainers to be “delicate”. Attempts have been made to refine the question on this issue which often provokes subjective reactions.
57. The idea of including a question on ILS in the immediate post-training satisfaction survey has apparently already been discussed by programme managers, who have recognized that it is difficult to formulate such a question. Yet it has been a tool used for gender mainstreaming.
58. It may be difficult to take a firm stand on this before there is more clarity on what integrating ILS means. Simply counting the number of mentions of ILS, or sessions dedicated to them and their supervision, does not yet mean that the substantive issues of standards have been dealt with.
59. Just as with gender mainstreaming, one of the results of an evaluation question would be to force the designers and managers of each course to think in which way they would prepare the participants to be able to answer such a question.
60. If the principle is retained, a generic question on the relevance of ILS to each training course should be drafted. The need to reply to this question should be taken into account in the development of training courses.

**Seventh recommendation: Knowledge of ILS as a selling point for tailor-made programmes**

61. A good number of the “flagship” training is in response to a specific need arising out of the application of ILS. The Maritime Labour Academy is an example of this. Also, training for judges and lawyers as well as on the procedures linked to the adoption and supervision of standards means that there is a constant demand which the ITCILO can tap into. The fact has been mentioned above that, while there is different kind of training on trafficking around, others do not link it into the basic question of forced labour. In general, the attention to child labour and other fundamental rights at work has created a growing demand from public and private sector entities, including the employers’ and workers’ organizations, NGOs and researchers.
62. The issue has two facets. On one hand, there is a need to know more. ILS and their application are a developing process. The Maritime Labour Convention is only now entering a stage where the ILO’s supervisory bodies will start contributing to its application. Likewise, the debate for definition and action on various discrimination-

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related issues is on-going and will need both the creation and dissemination of knowledge.

63. The second facet is the direct demand by entities, whether Governments, employers' and workers' organizations, or private companies, to know better the standards and also avoid problems, which may be created by misunderstandings or lack of application by the appropriate national authorities.
64. A recent example is the interest of Latin American employers' organizations to have training to deal with the application of the Indigenous and Tribal Peoples Convention No. 169. Many countries in the Americas region have ratified the Convention. Employers feel that they – instead of the State – have in practice been made responsible for its implementation. In certain cases the state authorities have not clarified sufficiently, and in an operational way, what the requirement to consult with the representatives of the indigenous and tribal peoples means and how this should be done. Training for employers on the provisions of the Convention has proved to be useful to realize what the requirements of the Convention exactly mean. Also, since the mid-1990s, employer and business organizations have been interested in training on the requirements of both child and forced labour Conventions of the ILO.
65. The ITCILO should make full use of the demand for various kinds of knowledge on ILS in promoting both its open and tailor-made training courses. It should not be shy in demonstrating its unique advantage to carry out such ILS-related training.

**Eighth recommendation: Full use of the opportunities provided by tripartism**

66. The ILO community is unique in its tripartite engagement. Most often than not the place where the cross-cutting issue of ILS becomes daily reality is the workplace. The originality of the 1919 design of the ILO is in involving the workers and employers at all stages, from designing to expressing, promoting and applying, and supervising ILS. In this perspective, focusing on ILS should automatically lead into focusing on tripartite cooperation and social dialogue.
67. Mainstreaming ILS in training activities should also focus on how they are dealt with in the Workers' Activities (ACTRAV) and Employers' Activities (ACT/EMP) programmes. The full participation of both in developing all training activities helps to determine where specific training is needed for either employers or workers; where the participation of employers and trade unions would bring significant added value; and where tripartite or bipartite training can help in managing real work life situations.
68. ACTRAV and ACT/EMP courses legitimately assist both social partners in coping with ILS-related questions, which may be controversial or call for different competencies for different partners. But training activities could also function as "strategy sessions" on issues on which there are divergent or emerging views. Such issues tend to be in one way or another linked to standards, their interpretation and their application anyway.
69. In the end, the main question is safeguarding and developing the identity – the comparative advantage – of the ILO as the global lead organization in law and practice of all labour issues. It cannot do this without ILS, which provide the substance. It cannot do this without tripartite cooperation, which provide the method. It cannot do this without capable governments and representative and strong workers' and employers' organizations. But that, of course, is another story.
70. A specific joint effort should be undertaken by the management of the Training Department together with the Programmes on International Labour Standards, Rights at Work and Gender Equality (ILSGEN), Social Protection, Governance and Tripartism

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(SPGT), Workers' Activities (ACTRAV) and Employers' Activities (ACT/EMP) to assess training needs and the best available synergies.

### **III. Management response**

- 71.** The Centre welcomes the findings of the independent evaluation. It notes in particular that the evaluation found that the overall results of the training activities directly linked to the thematic area on ILS were very positive and that it was possible to document that the vast majority of all participants reported increased knowledge after training and that three out of four participants went on to implement this knowledge to the benefit of their organization. The Centre acknowledges that additional efforts can be undertaken to further emphasize the rights-based approach of the ILO (and ILS as the 'DNA' of the organization) throughout other training activities not directly linked to the thematic area on ILS. The following paragraphs set down the management response to the issues raised and the recommendations made by the independent evaluator.
- 72.** The Centre will commission the ILSGEN Programme and the Distance Education and Learning Technology Applications (DELTA) Programme to jointly develop a training aid for middle managers and senior managers in ITCILO on the role of ILS, and how to explain them. The training aid will take the form of guidelines on the use of an online toolbox including some of the following learning objects: a mapping tool to be used to identify the ILS dimension of any training activity, case studies, video clips, self-guided distance learning modules, articles and research papers on good practice in the application of ILS. Managers will be trained how to use the learning objects in order to design customized training sessions on ILS, adapting the materials to the concrete circumstances of each participant group.
- 73.** With the help of the training aid, the programme managers of the Centre will be given targeted further training on the role and use of ILS in all activities of the Organization. Training will be delivered through ILSGEN experts and emphasize on practical measures to reference ILS during the training and to examine different ways in which ILS have been successfully applied, either by the judiciary, public authorities, the constituents or other practitioners. The ILS base of training will be clarified either at the outset of a course or through the material sent to the participants prior to it.
- 74.** The Centre will furthermore propose to the Human Resources Development Department of the ILO that a dedicated training exercise on ILS might be launched as part of the joint ILO-ITCILO staff development activities in 2018, possibly using the common design platform of the ILS training exercise for ITCILO managers.
- 75.** The Centre will maintain and further develop the database of legal judgments and good practices, which is part of the ILO database NORMLEX and can be accessed by the participants of training courses and other interested public. The database might eventually be linked to the online ILS toolbox referenced in paragraph 72.
- 76.** The Centre will explore how to amend the end-of-activity questionnaire used for all training activities of the organization with a question on ILS, in order to monitor whether any of the learning objects on ILS have been applied during training and whether participants acquired new subject knowledge as a result.
- 77.** The Centre will commission a study on how to make full use of the demand for various kinds of knowledge on ILS in promoting both its open and tailor-made training courses. One of the good practices to be studied through this research is the training on Convention No. 169 carried out through employers' organizations in Latin America. Cases

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of good practice for consideration are ILS referencing the abolition of forced labour and the rights of labour migrants. Pending the findings of the study, the Centre will design tailored outreach campaigns to promote ILS-related training.

- 78.** In line with its Strategic Plan for 2018-21 and Programme and Budget for 2018-19 -where tripartism, social dialogue and ILS are cross-cutting issues - the Centre will commission in 2019 an independent and external evaluation of training activities linked to the thematic area of tripartism and social dialogue. The findings of the evaluation will guide the Training Department in the determination of measures to unlock synergies and scale effects in training on tripartism and social dialogue among Technical Programmes like ILSGEN, SPGT, ACTRAV and ACT/EMP. These measures will also ensure that the cross-cutting concerns for ILS, tripartism and social dialogue be given equal emphasis in the 2018-21 Strategic Plan of the Centre.

***The Board is invited to provide guidance on the findings and recommendations of the independent evaluation and on the management response.***

Turin, August 2017