Independent evaluation of training and learning activities on the thematic area of

“Social Dialogue and Tripartism”

EVALUATION REPORT

by Kari Tapiola

July 2018

Table of Contents

Page

Boxes and tables

Page

Abbreviations

ACT/EMP	Bureau for Employers' Activities (ILO) / Employers' Activities Programme (ITCILO)
ACTRAV	Bureau for Workers' Activities (ILO) / Workers' Activities Programme (ITCILO)
DWCP	Decent Work Country Programme
EEC	European Economic Communities (later EU)
EPZ	Export Processing Zone
ETUC	European Trade Union Confederation
EU	European Union
FAO	Food and Agriculture Organization
GOVERNANCE	Governance and Tripartism Department (ILO)
GUF	Global Union Federation
IFA	International Framework Agreement
ILC	International Labour Conference
ILO	International Labour Organization International Labour Office
ILS	International Labour Standards
ILSGEN	International Labour Standards, Rights at Work and Gender Equality (ITCILO)
INWORK	Inclusive Labour Markets, Labour Relations and Working Conditions Branch (ILO)
IOE	International Organisation of Employers
IOM	International Organization for Migration
ITCILO	International Training Centre of the ILO
ITUC	International Trade Union Confederation
MNEs	Multinational Enterprises (a.k.a transnational corporation)
OECD	Organisation for Economic Co-operation and Development
SDGs	Sustainable Development Goals
SPGT	Social Protection, Governance and Tripartism Programme (ITCILO)
UNICEF	United Nations Children's Fund
UN	United Nations

I. Executive summary and recommendations

1. This evaluation on the principles of social dialogue and tripartism in the training programmes of the International Training Centre of the ILO has been carried out in response to the decision of the Board of the Centre on an annual thematic evaluation. The evaluation focuses on how the strategic objective of social dialogue and tripartism - one of the four pillars of the Decent Work approach - is reflected in the training programmes of the ITCILO and how these programmes contribute to its promotion.

2. A sample of 16 programmes was selected as a basis for the evaluation. Three of them were courses that were specially designed for deepening knowledge of social dialogue. Another group of three activities covered capacity-building activities for employers' and workers' organizations. The ten courses with no direct link to social dialogue and tripartism were identified through a random selection process. A questionnaire was sent to the 422 participants in the training activities, which took place in 2015-2017.

3. The response rate for capacity-building programmes of employers and workers was 57%. The corresponding figure for social dialogue courses was 34%, and for other programmes it was 26%.

4. While the overall rate of response can be considered satisfactory, it was low for some courses, including activities with participants whom one might have expected to engage in this kind of an evaluation.

5. The programme managers in Turin and responsible officials at headquarters in Geneva were interviewed. Other training programmes which were liable to have reference to social dialogue were also examined. As the International Labour Conference held a "recurrent item" general discussion on social dialogue in May – June 2018, coinciding with the time of the evaluation, officers of the Committee and their collaborators were interviewed, as were members of the Secretariat.

6. Irrespective of the titles or schedules of the training activities, social dialogue and tripartism were seen by the participants to be highly relevant, and the training experiences had led to an increased understanding and application of this principle.

7. The **relevance and outreach** of the programmes is closely linked to the composition, often bipartite or tripartite, of the participants in the training activities. Social dialogue and tripartism are fundamental for a very wide range of labour market activities as well as to the management of the training process itself. This starts with the selection of the participants and continues to the delivery of the training programmes. In many cases, the participation was enabled by the ILO's field offices. The training experience was generally considered objective and positive, and many examples show that it has been made use of in practice. The activities have clearly contributed to the ITCILO Strategic Plan.

8. The **validity of the design of the activity** is assisted by a general understanding of what the cross-cutting nature of the topic means. There is a degree of vagueness as to the description of promotional measures, let alone any prescription of any of them. Yet the training has clearly contributed to the understanding of social dialogue and capacity to make use of it. There was an overwhelming request to have more exchanges and concrete examples of the kind that had taken place during the training.

9. The **effectiveness** of the training is assured by being able to bring in, as participants or resource persons, the social partners who, in turn, can apply or spread further the knowledge and competencies received. Judging by the views of the participants, the training has been targeted at an appropriate level of senior experience and competence. The training objectives have thus been met.

10. **Efficiency of the use of resources** appears to have been assured, as the time available had as a rule been used thoroughly. There was no questioning of the number or quality of resource persons for the courses. In many cases the training relied on the experiences of the participants themselves.

11. **Efficiency of management arrangements** is found to be high for individual courses, but it seems to be affected by the lack of one specific "home base" in the International Labour Office for this strategic objective. Activities labelled as social dialogue cover institutional questions, collective bargaining and industrial relations, which are dealt with by different headquarters departments.

12. As to **impact orientation,** the concrete examples of how new knowledge had been used by the participants of the training courses in their work demonstrate that the learning experience has been seen as pertinent and satisfying. Without any specific labelling, ITCILO courses increase the understanding of social dialogue and tripartism. This is validated by the examples of achievement given by the participants.

13. The high recognition level of social dialogue and tripartism as a principle goes a long way to guarantee the **sustainability** of the training activities. As to institutional social dialogue, its sustainability still is dependent on resources available; training should continue to be a key recipient of such resources.

14. The main thrust of the recommendations is that cohesion and operative clarity should be increased so that social dialogue and tripartism can effectively be presented as a strategic objective. Currently it is treated as a cross-cutting theme without one entity being responsible for it.

15. The present evaluation makes the following recommendations:

1. If you want to teach tripartism, practice tripartism

16. The composition of participants in as many training activities as possible should be tripartite. Depending on the programme design, either the composition of the course should be tripartite, or there should be tripartite inputs in the training exercise.

17. Demonstrating how tripartism works is the best way to convey the message of the principle. This does not mean that all training should be tripartite – on the contrary, there is a strong case for separate employers' and workers' training activities. The purpose of the training determines the composition, but it is reasonable to expect that tripartite participation is considered when each activity is planned. Also, when for instance strengthening negotiating skills is one of the objectives of the training, a sufficient number of the participants should have bargaining experience.

18. It may be difficult to compress social dialogue and tripartism into any one activity with all the diverse aspects that they entail, but the relevance of the principle for each training activity should be explained.

19. Tripartism should be the primary concern when the design of a training activity is being considered, including the composition of the resource persons to be used.

2. Government functions which are relevant to tripartism need more attention

20. Programmes carried out by ACT/EMP and ACTRAV are generally seen to express the tripartite character of the ILO. The linkage of various government or other public functions to the strategic objective of social dialogue and tripartism needs to be further clarified and promoted. Different approaches to social dialogue may not be sufficiently known by national or local authorities, especially in countries where social dialogue is not institutionalized.

21. Social dialogue involves in one way or another a whole number of government or quasi-government institutions which deal with labour and social protection. It also involves activities which need a high degree of independence, such as labour inspection and mediation mechanisms. It often also relies on networks of labour lawyers from academic institutions. All these actors are candidates for obtaining further technical capacities and knowledge through ITCILO training courses.

22. While continuous training is important, the ITCILO courses should avoid catering too much to “usual suspects”. They should reach out to audiences especially in the government and public sphere. This does not weaken tripartism; it contributes to improving its understanding and use among relevant partners.

23. There should be continuous review of the extent to which governmental and other public actors in the labour sphere are aware, and make use, of social dialogue and tripartism with the help of participation in ITCILO training activities.

3. Review the responsibilities for the strategic objective

24. Carrying out educational activity is complicated when a strategic objective of Decent Work has no one “home base” at the ILO headquarters in Geneva. Recognizing it as a strategic objective does not match up with organizational arrangements.

25. When the Office was restructured in 1999 in line with the four strategic Decent Work objectives, a sector on social dialogue was established. However, the present structure allocates responsibilities differently, and the argument is being made that up to 9 – 11 headquarters units deal with social dialogue and tripartism in one way or another. The consequence is that training activities can be left without an identifiable headquarters partner or then a headquarters programme may not have a readily available counterpart in the ITCILO. In addition, especially employers, do not want to see their capacity-building activities automatically classified as social dialogue.

26. Managing a cross-cutting issue entails well-known problems. When something is done by everyone, more often than not no-one is responsible for it. In practice, objectives with targets and outcomes get priority over cross-cutting issues. This is also reflected in difficulties to establish and maintain the necessary contacts between headquarters and ITCILO programme managers.

27. The questions of cohesion and resources cannot be efficiently addressed if the strategic objective is not expressed in terms of recognized and measurable outcomes which can effectively inform the purposes of training activities.

4. The scope of social dialogue should be used with consideration

28. The value-added of tripartism for national law and practice has been recognized throughout the history of the ILO, but the exact meaning of social dialogue has not been settled. Both within and outside the ILO, the concept of social dialogue is currently attached to national as well as cross-border activities. Their common denominator is that they contain elements which are proposed to be dealt with by tripartite consultation, cooperation and collective bargaining. Different issues linked to globalization (such as MNEs, EPZs, supply chains, and IFIs), which do not have established procedures, increasingly refer to social dialogue.

29. Some of these issues – in particular the question of supply chains – have emerged through the ILC debates on social dialogue. They have gained new operative potential due to the flexibility which the principle of social dialogue accords. They involve interaction between private entities, businesses, trade unions and different public authorities as well as non-governmental actors.

30. This is liable to be a growing area. A number of training activities are carried out today for constituents to devise and apply ways of dealing with them. This provides further opportunities for the ITCILO to offer both open and tailor-made training.

31. Categorizing an issue as one of social dialogue should be accompanied by an operative understanding on how it should be dealt with beyond the implied search for dialogue, consultation and negotiated settlement. New opportunities for training activities should be made use of by ITCILO.

5. More comprehensive training in the regions

32. Regional differences are important for how social dialogue and tripartism are understood and promoted. In addition to the European Union, institutional solutions have been developed in Francophone Africa. In other regions, the concept is less systematically used, accepted and practised. The national situations of participants in a global training activity are very varied, and the participants themselves have different ways of understanding of the issue.

33. Collective bargaining processes or workplace consultation and cooperation are based on universal principles. Yet, the way they are implemented in different countries, regions and private or public entities are far from uniform. Training activities need to focus on the ways in which this application takes place so that different economic, social, cultural and industrial relations traditions can be recognized.

34. When the aim is improving the capacity of key actors to use different aspects of social dialogue, and assessing how it should be reflected in Decent Work Country Programmes , more activities with a regional scope would be advisable. Such training should be tailored to the concerns and realities of each region or country. This should specifically be able to counter fears of a "one-size-fits-all" model.

35. Regional and sub-regional Academies should be organized both where integration policies favour social dialogue and tripartism or, conversely, where different concerns regarding them need to be addressed.

6. Success stories can demonstrate the business case for social dialogue

36. While there will continue to be calls for making the business case for social dialogue and tripartism, this is not liable to be convincingly satisfied by macro-economic arguments and calculations. A business-case module applicable to all ITCILO courses is unlikely to be developed soon. Given the consistent demand for more concrete examples during training sessions, a reasonable response is to make use of a number of success stories which illustrate achievements that have been possible, focusing on how they have been realized.

37. A business case can be made by demonstrating what works (and what does not work) and how agreements can be reached. Such cases are usually well presented by resource persons who represent both employers and trade unions as well as institutions involved. Examples of what has not worked out should also be used in the training context.

38. The overwhelming request for more practical information, case studies and role-play signifies that the training is expected to transmit new and useable knowledge, techniques and methods of consultation and negotiation. In this area the ITCILO can tap into a wealth of knowledge and experience, which gives a distinct advantage in terms of its training offer.

39. The widespread request to "show how it is done" should be met by examples of how processes and techniques of social dialogue have improved concrete situations in a way which has been fair for all partners.

7. Use resource persons familiar with cultural differences

40. Social dialogue is different from economic or employment policies. It is a combination of efforts by all three sides to maximize the returns, with a special focus on bilateral negotiations between employers and trade unions and the bargaining cultures this has created. The aim is to achieve both acceptable and beneficial compromises between different aspirations.

41. Labour law has an intimate connection with economic, corporate and trade law. All of them aim at providing predictability for trade and investment decisions, which have immediate employment consequences. It is crucial that the ILO – as the benchmark setter on labour rights and practices – can make full use of dedicated persons and professional networks of industrial relations specialists all around the world.

42. One could for instance envisage master classes delivered by recognized experts who have insight of how social dialogue and tripartite negotiations work. Such training might be

particularly useful in different regions or countries, with the involvement of tripartite resource persons.

43. Although a course might be an open one, it should be as much as possible tailored to the expectations and needs of its target group. The selection of resource persons should aim at acquiring expertise for not only the specific topic but also the context in which it is liable to be used.

8. Recognize the different stages of the freedom of association continuum

44. The concern has increasingly been expressed that the collective bargaining systems, and through that the functioning of social dialogue and tripartism, are changing in a way which may affect and even change the balance of power between the employer and the workers. It is important to see the full scale of what freedom of association implies. There is a continuum of freedom of association rights which ranges from the right to organize and express joint views to representation at workplaces and in collective bargaining processes at different levels.

45. It would seem opportune to revisit all the Conventions relevant to freedom of association, collective bargaining, tripartite consultation and workplace cooperation in order to have better understanding on the rules of the game at different stages of industrial relations.

46. If the motivation for stressing the role of workplace cooperation arises from a desire to focus more on decentralized negotiation and bargaining, ultimately to reduce the collective power of the trade unions, then more attention should be given to such existing instruments as the Workers' Representatives Convention, 1971 (No. 135). This Convention is not mentioned in the listing of relevant instruments during the recurrent item discussions at the ILC in 2013 or 2018.

47. Constructive discussion on promoting social dialogue calls for an assessment of the standards that apply to the way in which bipartite and tripartite processes should be carried out at various stages and levels of labour-management relations.

.

II. Understanding social dialogue and tripartism

1. The historical context

48. Social dialogue and tripartism are frequently seen to share, together with International Labour Standards, the distinction of being “the DNA of the organization”. Yet the concept is often quite vaguely understood. Currently this principle is not translated into the structure of the International Labour Office in the same way as the other strategic principles of Decent Work (employment, social protection, international labour standards). The strategic principle of social dialogue and tripartism has multiple facets, but it is not expressed as an outcome in terms of the ILO’s Programme and Budget.

49. Tripartite cooperation is the fundamental approach to labour market and social policies. Any negotiation on labour and social issues – whether macro-economic policies or conflict resolution – comes under this heading. It has political elements, including the elusive concept of “trust”, together with processes and institutional arrangements. It covers both the challenge to work out common agreements on issues where interests between employers, workers and governments diverge, and the institutional arrangements to ensure that consultations, negotiations and settlements take place.

50. Since the early Conventions of the ILO, such as Convention No. 1 on Hours of Work and Convention No. 2 on Employment and Unemployment, both adopted in 1919, normative instruments have regularly referred to the participation of employers’ and workers’ representatives in ensuring their application.

51. Tripartite cooperation is anchored in the original 1919 Constitution only through the rules of representation. The ILO did not define tripartite cooperation beyond the requirement that the employers and workers appointed to the national delegations came from organizations which were deemed to be “representative”.

52. The participation of representative employers’ and workers’ organizations is a constitutional obligation. There are sanctions for non-observation in terms of a possible denial of credentials or denying the right to vote of one partner in the absence of the other. The two reasons for which voting rights can be limited are arrears in payments and incomplete delegations.

53. The only Convention promoting tripartite cooperation at the national level is limited to the application of international labour standards. In practice, however, the Convention on Tripartite Cooperation (International Labour Standards), 1977 (No. 144) allows for broad consultation on all issues covered by the standards – irrespective of their ratification. Tripartite cooperation was not a subject of a Conference discussion before 1941, when it was linked to the World War II effort and future reconstruction.

54. Tripartite cooperation was defined in Article 1 (d) of the 1944 Philadelphia Declaration in the following terms: “The war against want requires to be carried on with unrelenting vigour within each nation, and by continuous and concerted international effort in which the representatives of workers and employers, enjoying equal status with those of governments, join with them in free discussion and democratic decision with a view to the promotion of the common welfare”.

55. That tripartism was linked with freedom of association – through Article 1 of the Philadelphia Declaration – was strengthened by the adoption of the Freedom of Association Convention, 1948 (No. 87) and the Right to Organize and Collective Bargaining Convention, 1949 (No. 98). Later instruments as well as policy conclusions on tripartism consistently refer to these two Conventions.

56. The Convention on Tripartite Consultation No. 144 is regularly cited in this context. It is one of the four Governance Conventions for which specific promotional measures have taken place. The negotiations for this Convention clarified that the notion of consultations is different from negotiations, as it does not presume that the partners would have to come up with a negotiated settlement which would legally bind them. The obligation – as required by the ILO's Constitution especially through revisions made in 1946 – is to ensure that the employers' and workers' organizations are informed and appropriately consulted on labour issues.

57. During the drafting of the Convention, proposals for requiring the existence of "tripartite machinery" or other institutional arrangements were not approved. Provisions which could have included explicitly mentioning the participation of other groups, experts or (at the time) managers of socialist enterprises, were turned down. The drafters did not want to qualify the kind of organizations legitimately involved in the process beyond the requirements of representativeness. The general belief was that strength of tripartism did not lie on legal obligations as much as on the traditions and practices of industrial relations systems.

2. Asymmetry between the partners

58. There is a notable difference between the tripartite constituents of the ILO which has shaped their role in society. While each group ascribes to a number of social or political aims, it is reasonable to question whether the universal principle of tripartism should be seen as an "ideology" or an "ideal". This question was posed in 1969 by the then principal Deputy Director-General of the ILO, Wilfred Jenks. At a time when the world was divided in blocks, Jenks aimed to explain why, as part of the United Nations family, the ILO needed to reconcile universal participation and the nature and the values of the organization.

59. In a lecture in Geneva to the Graduate Institute of International and Development Studies, Jenks noted that the ILO has no ideology but it has fundamental and universal ideals which transcend ideologies. One of these ideals was the commitment to industrial dialogue, as expressed in the Philadelphia Declaration. For Jenks, an ideology "belongs to time and place. We are not captive of that time and place. We belong to everywhere and all time."

60. Jenks observed that, while the employers' and workers' organizations and governments have equal status in the ILO, they "are in essentially different positions in regard to the consideration of political issues by the Conference. Trade unionism has always been a political force, claiming political rights, acknowledging political responsibilities, and expressing political views on political issues; it has remained of this character irrespective of the political affiliation of particular tendencies in the trade union movement or the extent to which they have exercised political power by association with or detachment from particular political parties or movements. There is no such thing as a wholly non-political trade unionism and one must therefore expect to find the political attitudes and interests of trade unions reflected in their conduct in the ILO. This is all the more so as there is no other world organization or international forum where the trade unions enjoy the equality of status with governments and management which they enjoy in the ILO.

Governments are in a wholly different position. They are represented in a wide range of world organizations and must, if they wish to maintain the coherence and consistence of national policy, deal with political matters through political channels. Management is in a still different position: it may have political views but in general it has no political mandate; it relies on other avenues of political influence and expression."

61. In this light one might argue that social dialogue, and especially the way in which it has been institutionalized in the European Union, has advanced further than an ideal. It has arguably assumed features, which characterize an ideology as it has become a constitutional and institutionalized process based on politically expressed goals and values. A similar degree of harmonization has not taken place in other parts of the world.

62. At the same time, tripartite cooperation is not an aim or a programme unto itself but rather something which determines in general terms the way in which issues are to be dealt with. Another difference is that social dialogue almost by definition focuses on economic and social questions. Tripartite cooperation may extend to the full range of economic and social policies and the general political orientation of the countries themselves. Social dialogue makes the method of consultation and negotiation more institutionalized but it could also have the effect of limiting the social partners to a more narrow agenda than what is expressed in the original Constitution when it declares that lasting peace cannot be achieved without social justice.

3. Social dialogue as part of Decent Work

63. As late as in 1996, when the ILC held a general discussion on tripartite consultation at the national level on economic and social policy, the term social dialogue was barely mentioned. The European social dialogue, launched 11 years earlier, did not yet figure in the discussion. The first General Survey in 1982 of the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) had no mention of social dialogue. Yet this new concept was very prominent in the General Survey on the same Convention in 2000.

64. The notion of "social partners" had appeared in the ILO debates before the institutionalization of social dialogue in the European Economic Community. But social dialogue itself is not originally an ILO concept. It emerged in the European Union in 1985, as an integral part of the widening European internal market. Institutionalizing social dialogue made this market expansion politically acceptable.

65. In 1999, the Decent Work concept signified a passage from the notion of tripartite cooperation to that of social dialogue without much analysis of possible differences between the two concepts. What remained constant was the emphasis on freedom of association and the facilitation of collective bargaining as a precondition for social dialogue. The objective was reflected in the structure of the Office, where a Social Dialogue sector was established. It included ACT/EMP, ACTRAV, sectoral activities and a number of industrial relations and labour market policy functions particularly relevant to assisting and implementing the tripartite consultation and negotiation process.

66. This restructuring was not without problems, as ACT/EMP and ACTRAV felt that their relative organizational independence was impaired. The employers remain wary of characterizing all their activities as falling under the notion of social dialogue.

67. Further changes have since taken place in the structure of the Office. ACT/EMP and ACTRAV report again directly to the Director-General. The institutional aspects of social dialogue, as well as labour law and fundamental principles and rights at work are grouped in the Governance and Tripartism Department. However, the indispensable *modus operandi* of social dialogue – collective bargaining – is covered by INWORK (Inclusive Labour Markets, Labour Relations and Working Conditions Branch) whereas the extensive supervisory work functions belong to the Freedom of Association Branch of the International Labour Standards Department.

68. The variety of issues coming under the notion of social dialogue is recognized through the way in which the 2008 Declaration on Social Justice for a Fair Globalization summarized this strategic objective. The Declaration refers to needs and circumstances of each country, thus excluding uniformity at the outset. In this respect, social dialogue and tripartism balance the universal nature of International Labour Standards, reminding that the ways to apply the Conventions and their principles can be infinitely different.

69. The Social Justice Declaration underlines that economic and social development are intended to reinforce one another. It highlights consensus-building on national and international employment and Decent Work policies and measures to render labour law and institutions effective. It further refers to recognizing the need to regulate the employment relationship, promoting good industrial relations, and building up effective labour inspection systems. This is more detailed than the purpose of tripartite cooperation contained in Article 1 (d) of the Philadelphia Declaration.

4. The freedom of association continuum

70. There is a consensus that both tripartite cooperation and social dialogue have to conform to the principles of freedom of association and the right to collective bargaining. It is crucial to recall that these principles and practices have developed since the early 19th Century and form a continuum of rights. These commence with the right to associate (or to “combine”, as it was originally expressed) to agree upon and defend joint positions; to be recognized as a legal entity; to represent individual members on the basis of freely agreed procedures; to represent workers at the workplaces and intervene on their behalf; to carry out collective negotiations and conclude agreements on wages and conditions of work; and, if necessary, to withhold labour. In recent discussions, the workers have given primary importance to the collective bargaining phase while the employers are drawn to an earlier stage which focuses on recognition, representativity and trust building at different levels and in particular the workplace.

71. The continuum of rights can be seen in two ways. Over the last century there certainly has been a process towards collective bargaining. The mutual recognition of employers and trade unions as bargaining partners took mainly place soon before or after World War II. A debate on the level at which bargaining should take place has gone on ever since. The workers believe that social justice is best produced by agreements at an as comprehensive level as possible. The employers argue that there is no inherent hierarchy between cooperation and agreement at different levels, starting with the workplace.

72. In the freedom of association continuum, both views are valid, and they form an essential part of the dynamics of industrial relations. At the same time, there is an understanding that models are not exportable. A near century of tripartite cooperation through the ILO has demonstrated that there is no way of prescribing specific forms in which such cooperation should be organized at the national level.

73. The difference may be primarily political and even dogmatic, and it is not necessarily fatal for the principle itself. In the end of the day, employers are not liable to stop bargaining collectively, neither will the workers put all their bets on future bargaining successes if organizational strength does not back up their representatives.

74. There is a strong suspicion among the workers that the basics of labour-management relations are being questioned and could be somehow replaced by an unregulated free-for-all at the workplace level. At the same time, the employers fear that the workers are exclusively aiming at future achievements without due attention to their base. A focus on the way in which workplace relations are, or should be, conducted in the changing circumstances is warranted. The standards related to freedom of association cover all levels of interaction between workers' representatives and employers. At the same time they are based on the principles of freedom of association.

5. The business case for tripartism

75. When the Cold War ended and the market economy became the universal model, the employers posed the question of the "business model" of the ILO in the new circumstances. In 1919, the business case had been made for democracy which was manifestly better for business than revolution.

76. The original business case for tripartism was the case for a market economy with social justice. Until 1989 it was confronted with alternative models of regimentation of both labour and business. The tripartite cooperation practised in the Allied countries made the case for war-time cooperation. When World War II had broken out, Jenks made the legal case for the ILO not being neutral against the German-Italian model of labour relations which denied tripartism.

77. Labour-management cooperation was an important factor of the later three decades of growth, resulting in the welfare state, with trade-offs arising from negotiations and various forms of income policies. Social dialogue itself, as defined in the European Economic Community in 1985, was designed to make the business case for the internal market socially acceptable. These were trade-offs of the kind that any negotiator would understand.

78. Promoting tripartism was for a long time seen to call for supporting the weaker partner, the trade unions, especially in the developing world. But it also included acceptance of compromises on the side of workers. In retrospect, it might be useful to remember how much criticism incomes policies produced 50 years ago among trade unionists. After all, for some time after 1919 tripartite cooperation was condemned by the more radical part of the workers as "class collaboration".

79. When the tripartite system was no longer seen to be necessary for cooperation against totalitarian states and systems, the employers asked what they could now get out of it. Tripartism and collective bargaining had produced an unprecedented level of growth, prosperity and social equality through national economic and social policies in the industrialized world. But with structural and technological change and an internationalization of the markets, these strengths could also be seen as liabilities. They had become "rigidities", which hindered the adaptation to an economy which moved at an accelerating pace. This rapid growth was increasingly due to the opportunities provided by information and communications technology and globalization.

80. The main benefits of social dialogue and tripartism lie in their capacity to help govern labour market processes through consultation, participation and negotiation, balancing economic and social progress, and strengthening institutions and the rule of law. This is understood in a system which favours transparency and compromise. It is less clear where government and corporate policies no longer appear to recognize the benefits of organized labour-management relations.

6. Expanding the agenda

81. Over the last three decades, the concept of social dialogue has extended beyond its European base, and there is no reason to consider it as a passing phenomenon. To all practical purposes, it has, also in the ILO, absorbed the notion of tripartite cooperation. It has given more political and institutional shape to both tripartism and bipartism. It has also entered the normative language of the ILO, which has recognized social dialogue as a means to apply the provisions of international labour standards.

82. The Employment Relationship Recommendation, 2006 (No. 198) refers to both collective bargaining and social dialogue as ways of finding solutions to national questions on the employment relationship.

83. The Social Protection Floors Recommendation, 2012 (No. 202) still mentions only tripartite participation of representative employers' and workers' organizations and consultation with other relevant representative organizations. Yet the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), contains three references to social dialogue. It calls for creating "an enabling environment for employers and workers to exercise their right to organize and to bargain collectively and to participate in social dialogue in the transition to the formal economy".

84. The most recent example is given by the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), which refers to social dialogue as a guiding principle to cope with crisis situations. Social dialogue and collective bargaining as well as restoration of employers' and workers' organizations are strategic approaches.

85. The Recommendation has a section on social dialogue and the role of employers' and workers' organizations, and reference is especially made to the use of collective bargaining. The Recommendation replaces the Employment (Transition from War to Peace) Recommendation, 1944 (No. 71), which was adopted soon after the Philadelphia Declaration. That Recommendation referred to cooperation with employers' and workers' organizations in drafting national reconstruction and employment programmes as well as in industrial demobilization and conversion. Recommendation No. 205 could thus be seen as rephrasing the sense of Article 1 (d) of the Philadelphia Declaration as social dialogue, with the indispensable link to freedom of association that the same Article also contains.

7. Perspectives of cross-border social dialogue

86. The Philadelphia Declaration specifically refers to both the national and international dimensions of tripartite cooperation. The probably best proof that tripartite cooperation has from

the beginning had a concrete cross-border dimension is provided by the fact that the second International Labour Conference in 1920, in Genoa, concentrated on maritime work. This also underlined the fact that tripartism carried within itself a strong bipartite element, in this case that of direct negotiations between shipowners and seafarers. This has been a central feature of the maritime sector ever since, notably leading into the 2006 Maritime Labour Convention.

87. For the ILO, the basic task was seen to rely upon national tripartite cooperation for which international labour standards – and especially those on freedom of association – gave the direction. Intervening in national situations where rights were questioned by states' law and practice was done by the Office, supervised by the Governing Body and the Conference, since the early 1920s. The recognition in the 1970s of the economic, social and political consequences of multinational enterprise activities confronted the multilateral system with a dilemma. What rules applied when the existing system was, and continued to be, based on the national application in law and practice while corporate activities were carried out directly at an international level?

88. This led to the Tripartite Declaration on Multinational Enterprises and Social Policy, adopted by the ILO's Governing Body in November 1977. Its contents and follow-up have been closely interlinked with the OECD's Guidelines on Multinational Enterprises. With other mechanisms for complaints and representations in the ILO, there could be no new supervisory mechanisms. Instead, what has emerged is an assistance-oriented system. After the establishment of a Help Desk on MNE issues, it is possible to get direct assistance in identifying and resolving cases. There generally has been a consensus between employers and workers on action on the MNE Declaration. Recently both the OECD and the ILO have labelled their follow-up processes as social dialogue.

89. At an early stage of discussing the ways to deal with multinational enterprises, the concept of "multinational collective bargaining" was launched. After some time and reflection, it was replaced by the proposal for information and consultation arrangements between multinational enterprise management and the trade unions representing the workers. At the European level, this led into setting up European Works Councils. A number of multinational enterprises agreed with trade unions to joint global consultative arrangements. A further development of this trend has been International Framework Agreements concluded between Global Union Federations and multinational enterprises.

90. One cannot quite escape the conclusion that different emerging concerns have found a home under social dialogue because, for institutional and also political reasons, they could not be accommodated under anything else. The closest might have been International Labour Standards, but ILO's supervisory mechanism is solidly founded on examining cases of national application. Particularly given the absence of applicable international jurisdiction, this stress on dialogue, interaction and negotiation could be seen as a signal of wanting to have a problem recognized and treated through cooperation between the partners directly concerned.

91. While cross-border social dialogue has become an increasingly prominent issue, to become a reality it presumes a certain level of integration. This integration can be driven by the political decisions to operate in a framework which is broader than national law or practice, due to the way in which the world economy functions. It can also be driven by the actors themselves, such as multinational enterprise management and global trade union organizations.

92. This has also played a role in terms of spreading the notion of social dialogue to parts of the world where structures or policies to promote it do not exist. To the extent that social dialogue

is recognized through measures of corporate social responsibility, follow-up of the MNE Declaration of the ILO or methods to deal with issues of EPZs and supply chains, it has become something with which governmental and corporate decision-making and practice have to reckon with. It has entered both the vocabulary and the implementation of international labour standards.

Box 1: Recurrent item discussion at the 2018 ILC

Recurrent item discussions take place at the Conference in an order of rotation, the topic being each time one aspect of Decent Work, as determined by the 2008 Declaration on Social Justice for a Fair Globalization. The first one on social dialogue and tripartism had taken place in 2013. The recurrent item discussion on social dialogue and tripartism at the International Labour Conference in May–June 2018 reaffirmed the pre-eminence of the link between the principle and freedom of association and collective bargaining. Collective bargaining was highlighted even more prominently than at the 2013 ILC debate as the preferred method for social dialogue. By now it is also virtually impossible to make a distinction between social dialogue and tripartite cooperation.

In addition to references to the fundamental Conventions Nos. 87 and 98 on freedom of association and the right to collective bargaining, the conclusions also referred to the Tripartite Consultations Convention No. 144. However, these were the only instruments mentioned. Other freedom of association Conventions had been quoted earlier, including the Labour Relations Recommendation, 2008 (No. 198). This Recommendation is one of the first instruments which specifically referred to social dialogue.

The interventions by governments in the Conference Committee confirm that the notion of social dialogue is spreading outside the circle where there are institutional processes for it (European Union, Francophone Africa). This is probably also due to the fact that social dialogue is increasingly referred to in the context of trans-border activities of private entities, such as multinational enterprises. It is also seen as a way to deal with the issues of both the informal economy and fragile nations.

The debate brought into clear focus the different approaches between the workers' and employers' groups. The workers wish to look forward and create action (especially collective bargaining but also new standards) while the employers insist on reviewing the present stage of interaction to make better use of it. This leads the employers to question the workers representativity while the workers fear that getting stuck on this would impede moving ahead on the rest of the agenda.

Employers feel that the workers deny or deliberately avoid the issue of representativity. This seems to be the 800-pound gorilla in the room. It has different aspects, such as the effects of union pluralism and situations where trade unions are weak or non-existent. Posing in good faith the question of representativity has to assume that policies and practices, which have the effect of diminishing trade union representation and collective bargaining, are neither pursued nor tolerated. This is the essence of the obligation in Article 4 of the Collective Bargaining Convention No. 98 to promote and not impede collective bargaining. Against this background, it is reasonable to expect that measures which facilitate collective bargaining also increase representativity.

Against the workers' preferred approach of collective bargaining, the employers do not agree that there would be some kind of a hierarchy of promotional measures. For them collective bargaining is only one option among others to deal with workplace relations. The workers' concern is that such a "non-hierarchical" approach would open up to practices which are not in line with Conventions Nos. 87 and 98.

There is nothing really new in this difference of emphasis. It bears a certain resemblance to the extent to which freedom of association explicitly includes the right not to associate. Disagreements on this issue stopped the ILO from adopting a Convention on freedom of association before 1948. While organizing should not be compulsory, placing the option of organizing at the same level as non-organization would

undermine the principle itself. There are Conventions covering freedom of association and representation rights in different circumstances. However, with the exception of Convention No. 144 they were not brought into the discussion in the Committee in 2018. Even the reference to Convention No. 144 was included only when the Government of Senegal proposed it as an amendment at the final Committee deliberation stage.

Whatever problems there may be with tripartite institutions, workers tend to argue that their potential is not properly utilized while employers stress problems with the functioning of these institutions. Employers feel that one of the key reasons for social dialogue not being used sufficiently is that the "business case" for social dialogue has not been made convincingly enough. The case studies presented by the Office have not told the whole story. "If the ILO cannot explain the positive impact of social dialogue, no one else can."

Employers refer to the recommendations of the 2013 recurrent item discussion which called for studies on social dialogue outside the countries and regions where it is institutionalized as well as on social dialogue and competitiveness. These recommendations have not been sufficiently followed up. The 2013 conclusions also called for identifying factors that in different circumstances can contribute to the effectiveness of collective bargaining.

The emerging picture is that workers consider that the employers are dragging their feet because they do not want to advance to a further stage; employers in turn feel that the workers are rushing ahead without earlier measures having been implemented. This is by no means an unusual situation between the social partners.

Several steps have been taken by the ILO on cross-border social dialogue, particularly in supply chains and devising new ways to promote the MNE Declaration. They did not play a very big role in the Conference discussion, and the recommendations did not this time refer to the MNE Declaration. Regarding the mandate on cross-border social dialogue, employers obviously still need to be convinced that it is more than the flavour of the day. In any event, combining this form of social dialogue with the workers' strong emphasis on collective bargaining poses a number of questions. These concern the relationship between consultation, cooperation and bargaining at the workplace level. They could have been at least partially answered by references to other instruments such as the Workers' Representatives Convention, 1971 (No. 135) and its accompanying Recommendation No. 143.

Cross-border social dialogue is in practice liable to take the form of information and consultation as well as dispute resolution. The aim of strengthening national collective bargaining remains, but currently it is difficult to envisage any forms of multinational collective bargaining which would not clash with the principles and practices of national bargaining.

The 2018 ILC discussion on social dialogue and tripartism was a reminder of the fact that there continues to be ample scope for the social partners to speak past one another. There are different reasons for this, such as political posturing, knowingly or unknowingly ignoring industrial relations realities, the fear of unwanted consequences and the fear that legitimate aspirations are bogged down by the imperfections of today.

This may well explain the difference between the workers' emphasis on collective bargaining and the employers' concern about representativity at the workplace level. But, as Jenks observed half a century ago, it is also a reminder that there are and will continue to be inherent differences between the groups. The main question remains the strength of the ideal of social dialogue and tripartite cooperation.

III. Evaluation report

1. Mandate and scope

93. The ITCILO carries out over 400 courses and other training activities with 11,000 participants from over 180 countries annually, both in Turin and in field locations. These activities are either open or tailor-made courses. They cover all the strategic objectives of the ILO as defined by both the 2008 Declaration on Social Justice for Fair Globalization and the strategies for implementing the biannual Programme and Budget. The promotion of social dialogue and tripartism is a strategic approach which cuts through all the ILO activities and training.

94. The objective of this evaluation is to assess the impact of the training and learning activities carried out by the Centre in order to promote social dialogue and tripartism, to identify relevant contributors and barriers, and to facilitate organizational learning so as to better integrate social dialogue and tripartism in the planning and delivery of the training offer.

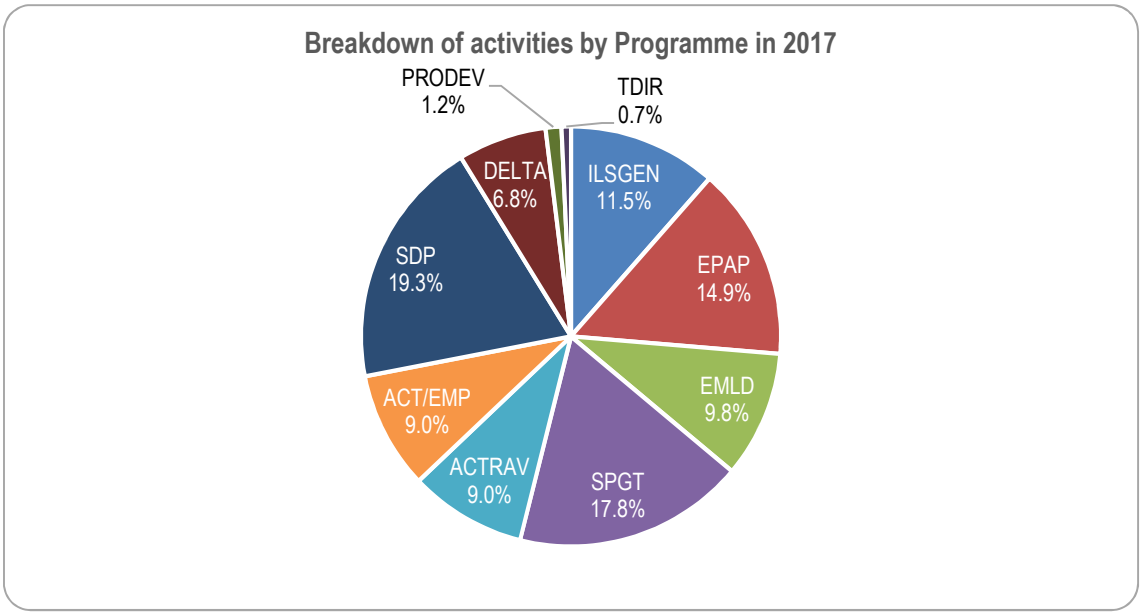
95. The following tables and charts show the distribution of training by the different units of the Training Department in 2016 and 2017.

Table 1: The units of the ITCILO Training Department

SPGT	Social Protection, Governance and Tripartism
ACT/EMP	Employers' Activities
ACTRAV	Workers' Activities
ILSGEN	International Labour Standards, Rights at Work and Gender Equality
EPAP	Employment Policy and Analysis
EMLD	Enterprise, Microfinance and Local Development
SDP	Sustainable Development
DELTA	Distance Education and Learning Technology Applications
PRODEV	Partnerships and Programme Development Services
TDIR	Training Directorate

Table 2: Breakdown of activities by Programme in 2016 and 2017

Programme	2016	2017
SPGT	75	73
ACT/EMP	40	37
ACTRAV	49	37
ILSGEN	54	47
EPAP	36	61
EMLD	44	40
SDP	72	79
DELTA	26	28
PRODEV	2	5
TDIR	2	3
TOTAL	**400**	**410**



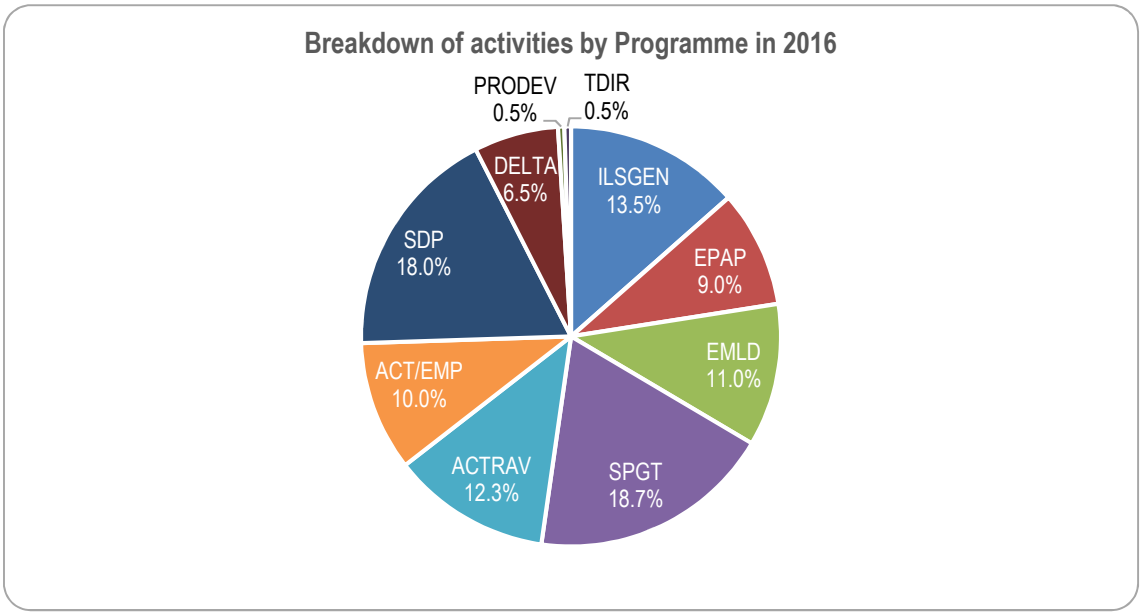
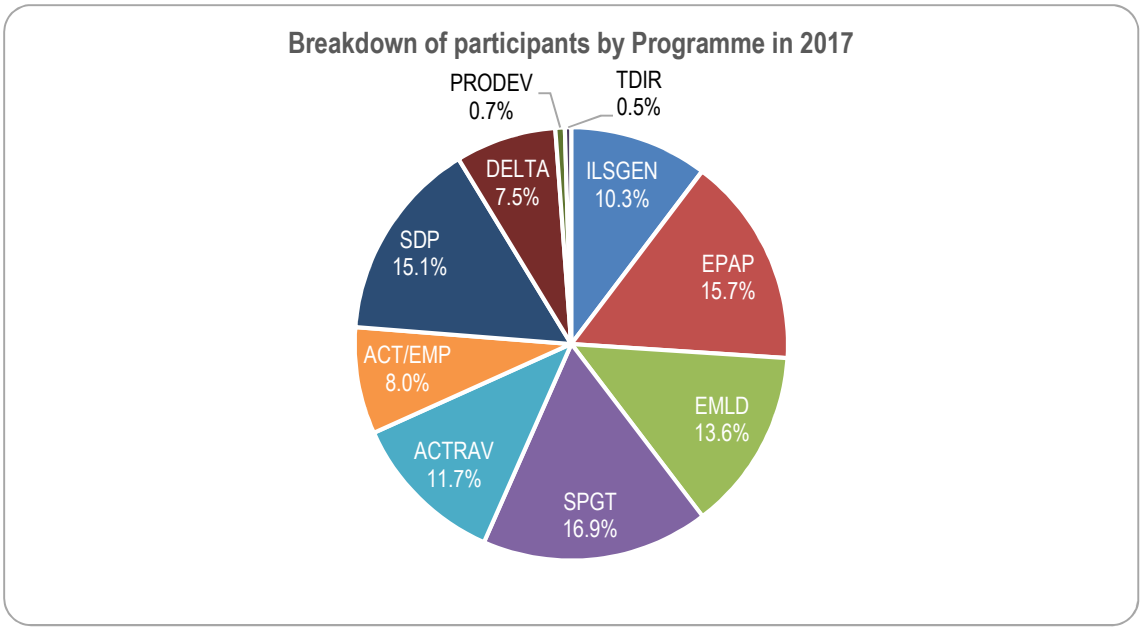
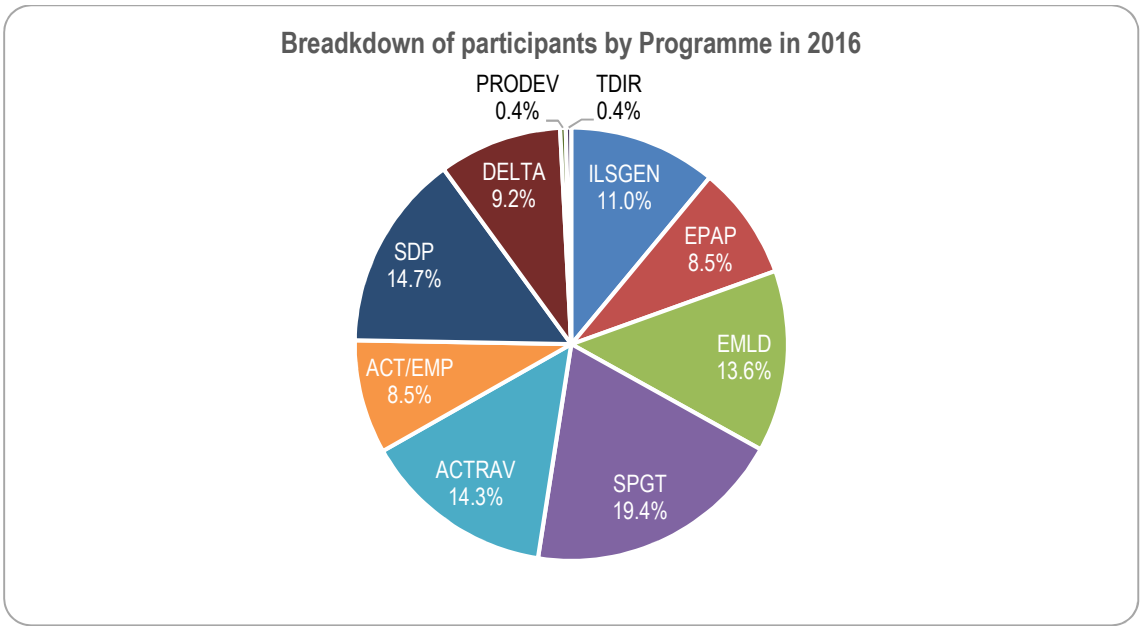


Table 3: Breakdown of participants by Programme in 2016 and 2017

Programme	2016	2017
SPGT	2 219	2 061
ACT/EMP	973	968
ACTRAV	1 641	1 419
ILSGEN	1 262	1 254
EPAP	972	1 910
EMLD	1 553	1 654
SDP	1 681	1 831
DELTA	1 055	914
PRODEV	48	87
TDIR	46	57
TOTAL	**11 450**	**12 155**





96. The share of programmes carried out by SPGT, which at least nominally has the responsibility for social dialogue and tripartism is thus nearly a fifth of all programmes. The share of all ACT/EMP and ACTRAV activities for capacity building of the social partners is slightly more, with the ACTRAV offer being larger than that of for employers. In practical terms, this means that around two fifths of training has a direct link of one kind of another with the practises of social dialogue and tripartite cooperation. No other strategic objective of Decent Work has a comparable outreach.

97. SPGT activities on social dialogue and tripartism have cooperation with GOVERNANCE and INWORK. Also, these programmes regularly imply cooperation with ACT/EMP and ACTRAV. The employers' and workers' programmes have links to most headquarters activities.

98. Especially Academies arranged on different topics aim to give a comprehensive overview of Decent Work throughout the training programmes. One could thus expect that they would regularly have a component on social dialogue and tripartism. However, this does not seem to be the case. Further comments on this are made in section 3.4 below.

2. Methodology

99. The evaluation is based on a sample of 16 recent training activities, mainly from 2016 but with one from 2015 and two from 2017. Three of them were activities in the thematic area of social dialogue and tripartism, i.e. SPGT programmes. Another three were selected in cooperation with ACTRAV and ACT/EMP programme managers. They were capacity-building programmes for employers and workers. The rest were a randomly selected sample of 10 programmes which did not have social dialogue and tripartism as their stated aim. The time used for the active phase of the evaluation ranged from mid-May to mid-July 2018.

Table 4: The sample examined

CODE	TITLE
Group 1:	**Activities in the thematic area of social dialogue and tripartism (SPGT Programme)**
A909120	Academy on social dialogue and industrial relations
A979223	Master in industrial and employment relations
A908061	Negotiation skills for the world of work
Group 2:	**Activities for capacity-building of constituents (ACT/EMP and ACTRAV Programmes)**
A1710740	Macroeconomics for social negotiators
A9710771	Evidence-based strategic advocacy and communication
A9010538	Trade union training on International Labour Standards
Group 3:	**Activities not directly linked to the topic of social dialogue and tripartism, organized by different Technical Programmes of the Centre**
A909314	Maximizing field office performance: a capacity-building programme for ILO Office Directors
A909074	Job creation in fragile states
A9010038	Academy on youth employment
A5010073	Performance indicators and balanced scorecard for TVET institutes
A909174	Impact evaluation of public policies, programmes and projects
A909135	Project cycle management
A979123	Decent Work and sustainable development
A909090	Decent Work for domestic workers
A909095	Mainstreaming migration into policy planning
A909178	Gender and organizational change

100. The reason for looking at this variety of programmes was to assess, in line with the terms of reference for the evaluation, how this strategic objective of the ILO is reflected in all training programmes of the ITCILO. At the outset, the evaluator interviewed in Turin the programme managers for each of the activities. Later, further inputs were requested from the programme managers, and all were promptly provided.

101. The overall number of participants of the courses was 422. As the figure was relatively low, a questionnaire was sent to each of the participants with a two weeks' deadline. One reminder was sent close to the expiration of the deadline with additional time accorded for responding. The responses were tabulated and examined, and the results are summarized in section 3 below. The questionnaires varied between the three groups, but all of them were designed to assess the extent to which social dialogue and tripartism were covered by the activity as well as the impact that this had had.

102. In addition to the sample of activities, the contents of other programmes of the ITCILO were examined. This concerned in particular Academies carried out by the Centre in 2016 and 2017. They are flagship programmes which aim at a comprehensive examination of their respective topics, which would mean looking at them in light of the Decent Work approach as a whole. In some of them, social dialogue was treated through a dedicated session; in others it was considered to be "embedded" in the programme due to the ILO's strategies as well as the regularly tripartite composition of participants.

103. Furthermore, the evaluation gave abundant evidence that social dialogue covers a wide range of activities. Some of them are national while others are of a cross-border nature. The issue comes up in various forms. The evaluator attempted to look at activities where the topic of social dialogue and tripartism had specifically been included in training activities. At the same time, it was obvious that many activities which are directly relevant to tripartite cooperation come under a multitude of topics. For example, an activity related to collective bargaining would come under this topic, irrespective of the way in which it, or the activity itself, is labelled.

104. Four issues were subject to case studies: the possible impact of the assessment of the recurrent item discussion on social dialogue and tripartism at the 2018 International Labour Conference; institutional cooperation in Francophone Africa; the current trends of social dialogue in the European Union; and the issue of trans-border social dialogue within MNEs.

105. Interviews were carried out with senior management members and other officials at headquarters in Geneva. Interviews with representatives of the social partners included the Chairperson and the Vice-Chairpersons of the Social Dialogue Committee at the 2018 Conference as well as the IOE and ITUC representatives.

106. Given the important institutional role of social dialogue in the European Union, interviews were done with representatives of the European Commission, BusinessEurope and the ETUC (European Trade Union Confederation) in Brussels in June 2018.

107. While the recurrent discussion at the International Labour Conference provided a useful focus, it also highlighted a number of different views expressed on the principle itself and the priorities for its promotion. It provided a snapshot of the current state of discussion, but at the time of writing of this evaluation, the Governing Body of the ILO has not yet deliberated the outcomes of the Conference.

3. Evaluation of the sample programmes

3.1. Group 1: Social Dialogue programmes

3.1.1. Activities in Group 1

3.1.1.1 Academy on social dialogue and industrial relations (A909120)

108. The unit responsible in Turin for this flagship activity was the Social Protection, Governance and Tripartism Programme (SPGT). The activity was co-financed by the Italian Ministry for Foreign Affairs and International Cooperation. The two-week Academy aimed at demonstrating what different parts of the ILO do on industrial relations. The ILO headquarters units participating in the programme included GOVERNANCE, INWORK, ACT/EMP, ACTRAV, EMPLOYMENT, MIGRANT and MULTI. A number of the participants had been identified by ILO field offices. There had been no preparatory phase or contacts.

109. Within the activity, which was on social dialogue in general, dedicated sessions were conducted on freedom of association, collective bargaining (for two days, including role-play), labour law reform, dispute resolution, migration and multinational enterprises and global supply chains.

110. The Academy was also used to validate training materials on social dialogue and collective bargaining.

111. One of the outcomes of the Academy was a spontaneous setting up of a network of Francophone African participants. This is further described in the case study in Box 2.

112. Of the participants who responded to the questionnaire 12 worked in Governments (senior officials of the Ministry of Labour, Labour Commissioners, heads of department). One was a member of the executive and one an expert of an employers' organization. Three were elected trade union officials and one was a union project manager. There was one Chairperson of a national social dialogue institution, one senior member and one technical adviser of an institution. One respondent was from a public education authority, and two were from the ILO, including a national programme coordinator.

Box 2: Social dialogue institutions in Francophone Africa

This course produced an initiative for an "Internationale francophone du dialogue social". This was the object of a "Turin Declaration", which was drafted during the course and presented at the concluding session. The Declaration is the "constitution" of the group, which aims to promote social dialogue by such means as setting up a database on social dialogue in Francophone African countries; arranging for the exchange of information and experiences of good practices; and contributing to the implementation of the ILO's vision on social dialogue. There was agreement on having a coordinator for the initiative, and subsequently she contacted representatives of other countries beyond those who were present at the original course in Turin.

Networking took place during the International Labour Conference of 2017. An executive bureau of the International was elected at a constituent assembly held in Dakar (Senegal). This was carried out on the occasion of a seminar on Experiences and problems of social dialogue in francophone Africa (11-13 December 2017). The Director-General of the ILO attended the meeting and addressed the participants.

Representatives of 17 countries participated in this constituent meeting in Dakar. Specific themes discussed were awareness of the Tripartite Declaration of the ILO on Multinational Enterprises and Social Policy; the role and importance of unity of action for achieving national goals of trade unions; and social dialogue as a tool to prevent and solve political and security crises in Africa. In the third area, discussions were based in particular on the recent experiences of Benin, Burkina Faso, Côte d'Ivoire and the Democratic Republic of the Congo.

Exchanges among the participating countries have taken place for increasing awareness and discussing the ways to develop social dialogue. There has been a considerable amount of personal network building between organizations that share a similar intention and traditions. The group held a further meeting in Geneva at the time of the International Labour Conference of 2018. Eleven of the 18 countries now participating in the session have functioning tripartite national social dialogue councils.

The priority is to assist in establishing such bodies in all countries, in strengthening their administrative capacity and, in general, demonstrating the value added of social dialogue for national policies. This international exchange is based on deep-rooted African experiences of solving contentious issues through tolerance and discussion.

Cooperation is focused on institutional development and the exchange of experiences. It does not seem that promoting specific trans-border social dialogue measures between the direct partners has so far been a significant part of the discussion. However, one of the main items at the Dakar meeting in December 2017 was the promotion of the MNE Declaration of the ILO.

This activity has taken place at the initiative of the social dialogue institutions themselves. Contacts are maintained through visits and the internet. The next annual session of the International for Social Dialogue will be in 2018 in Cotonou (Benin).

The ratification rates for International Labour Conventions are reasonably high in Francophone Africa, and there are actors and institutions engaged in social dialogue. This institutional basis has been assisted by the PRODIAF and PAMEDOC programmes on social dialogue and implementing in Francophone Africa the 1998 Declaration on Fundamental Principles and Rights at Work. These should facilitate the integration of social dialogue in Decent Work Country Programmes. The tripartite institutions have provided a forum to manage challenges arising out of this. One remaining consequence still is that bipartite social dialogue is not very dynamic. Consequently, while institutional aspects of social dialogue are being dealt with, the fundamental ingredient of collective bargaining remains work in progress.

3.1.1.2 Master in industrial and employment relations (A979223)

113. Organized by SPGT, in partnership with the University of Turin, this Master programme took place between 10 October 2016 and 8 September 2017. The residential phase lasted 12 weeks. It was preceded by on-line study with individual assignments by tutors. After the face-to-face phase the participants carried out individual research in their countries and presented a thesis with the assistance of tutors and/or professors, leading into a master's degree from the University of Turin.

114. The course was aimed at practitioners, and it thus was characterized as being "more on tools, less on theory."

115. A recorded impact of the course has been the improvement of labour inspection in Brazil by consulting the social partners on occupational safety and health regulations. Some participants had experienced career advancement, and one had been engaged as resource persons for later similar courses of the ITCILO.

116. The programme in Turin covered a full range of topics with the participation of several experts from ILO headquarters. They covered normative action, freedom of association and collective bargaining, industrial and employment relations and different kinds of social dialogue activities. There were two full days on the relevance of social dialogue for employment, wages, standards, gender and pay equity, institutions, labour law reform and mediation. Further sessions examined case studies of labour clauses in trade agreements, productivity, crisis management, change management, termination of employment, multinational enterprises and global supply chains. Special attention was given to social dialogue as practised in the European Union. Extensive presentations were made on employers' and workers' organizations. The course also included a study visit to ILO headquarters in Geneva.

117. Four of those who replied to the questionnaire for this evaluation worked for a Ministry of Labour or other governmental body. One respondent chaired the board of an employers' organization and another was human resources director of a private enterprise. The trade unionists included one director and two experts.

3.1.1.3 Negotiation skills for the world of work (A908061)

118. This SPGT course, co-financed by the Italian Ministry of Foreign Affairs and International Cooperation, was devised as a one-week training package on negotiation skills. It aimed to improve the practical skills of negotiators at different levels. The programme had been reviewed by ACT/EMP, ACTRAV and gender specialists. According to the programme managers, there has been much demand for this type of training from constituents, and some of the participants were sponsored by ILO country offices. Similar regional activities are carried out regularly.

119. Special positive feedback from this course was received from the Public Service Co-ordinating Bargaining Council of South Africa. Also, the knowledge had been used for occupational safety and health guidelines for fisheries, discussed by the FAO.

120. Two of the participants who responded to the questionnaire were members of a public service bargaining council. One was international secretary of a trade union.

3.1.2. Replies to the questionnaire

121. The total number of participants in the three activities in the first sample group was 124 of whom 42 answered the questionnaire for this evaluation. This made for a response rate of 34%.

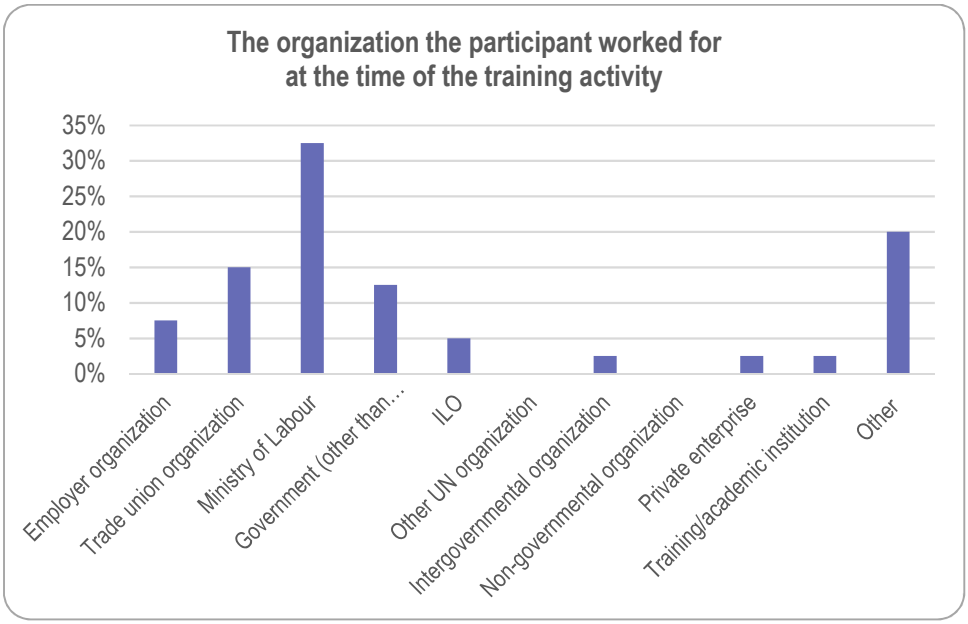
122. The number of women respondents was 11, amounting to 26%, and that of men was 31 (74%).

Table 5: Questionnaires received from respondents

ACTIVITIES IN GROUP 1	Partic. Total	Questionnaires received		Female respondents	
		Count	%	Count	%
A909120 - Academy on social dialogue and industrial relations / Académie sur le dialogue social et les relations professionnelles	64	27	42%	10	37%
A979223 - Master in industrial and employment relations	25	11	44%	1	9%
A908061 - Negotiation skills for the world of work (II)	35	4	11%	0	0%
TOTAL	**124**	**42**	**34%**	**11**	**26%**

123. The participants were asked to determine the kind of organization they worked for at the time of the training. The answers to the alternatives provided for in the questionnaire were:

Answer choices	Responses	
	Count	Per cent
Employer organization	3	7.5%
Trade union organization	6	15.0%
Ministry of Labour	13	32.5%
Government (other than Ministry of Labour) / public institution	5	12.5%
International Labour Organization	2	5.0%
Other UN organization	0	0.0%
Intergovernmental organization	1	2.5%
Non-governmental organization	0	0.0%
Private enterprise	1	2.5%
Training/academic institution	1	2.5%
Other	8	20.0%
Answered	**40**	
Skipped	**2**	

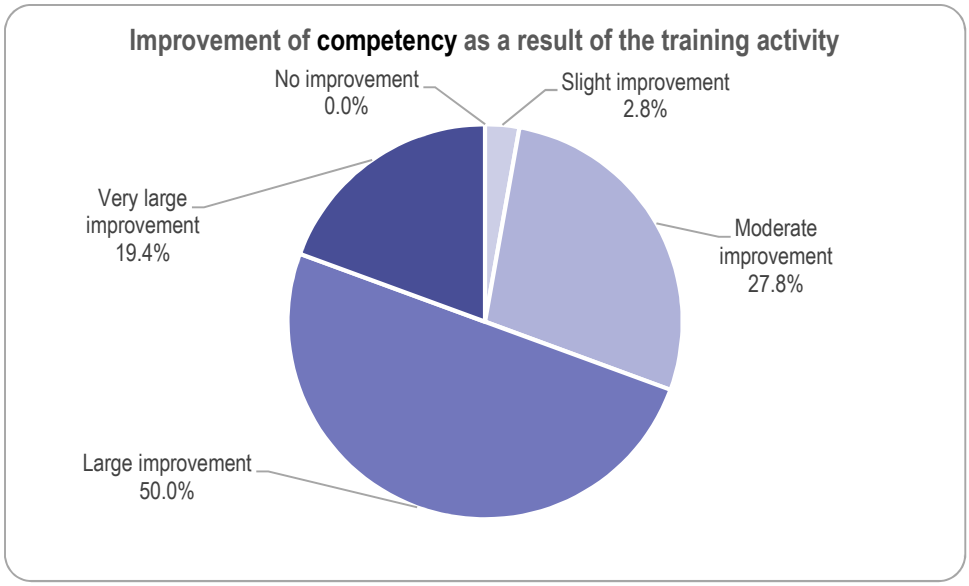


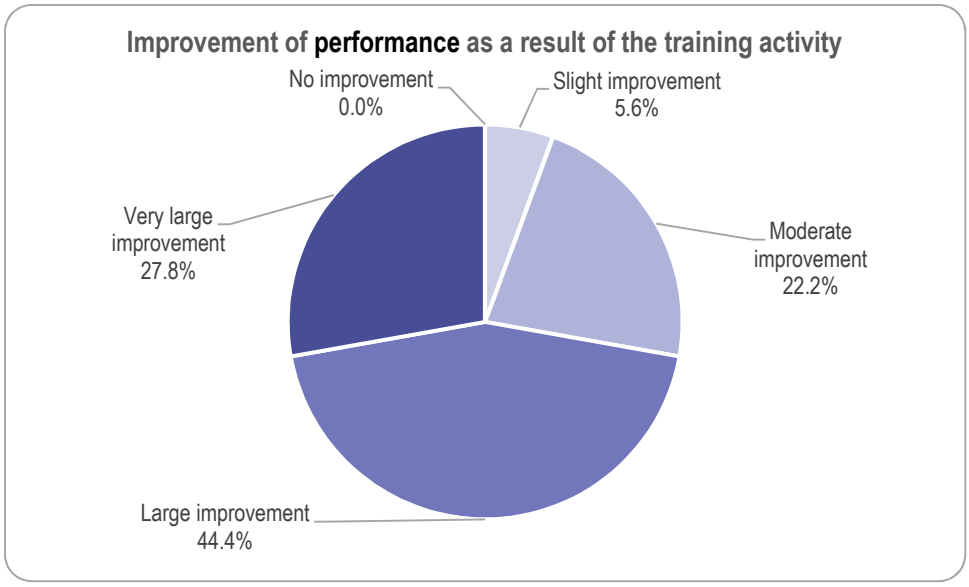
124. In the instant survey at the end of the training activity, participants mainly expressed satisfaction with the course. The questionnaire asked whether their assessment had changed since that.

Answer choices	Responses	
	Count	Per cent
I maintain this view	30	75.0%
Less impressed now	1	2.5%
Even more impressed now	9	22.5%
Other	0	0.0%
Answered	**40**	
Skipped	**2**	

125. The participants were asked to what extent they felt that their competencies and on-the-job performance had improved as a result of the training activity. This yielded the following answers:

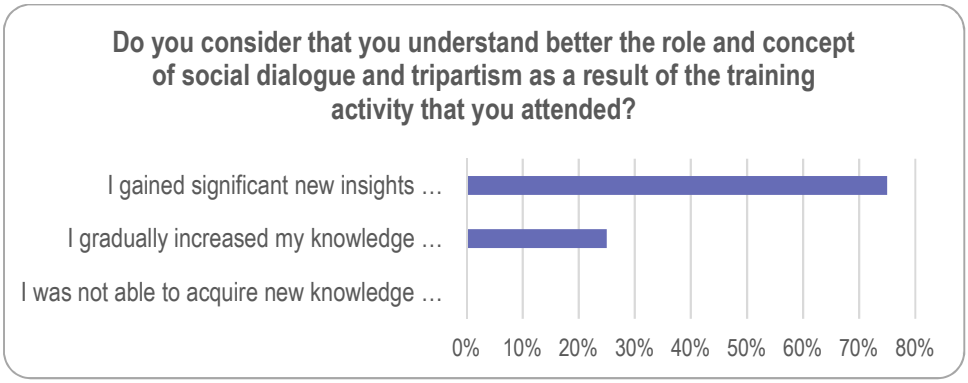
	No improvement	Slight improvement	Moderate improvement	Large improvement	Very large improvement	Total
Competencies	0.0% (0)	2.8% (1)	27.8% (10)	50.0% (18)	19.4% (7)	**36**
Job performance	0.0% (0)	5.6% (2)	22.2% (8)	44.4% (16)	27.8% (10)	**36**
					Answered	**36**
					Skipped	**6**





126. The participants were asked whether the course had increased their understanding of social dialogue and tripartism.

Answer choices	Responses	
	Count	Per cent
I gained significant new insights into the practice of social dialogue and tripartism	30	75.0%
I gradually increased my knowledge about social dialogue and tripartism	10	25.0%
I was not able to acquire new knowledge about social dialogue and tripartism	0	0.0%
Answered	**40**	
Skipped	**2**	

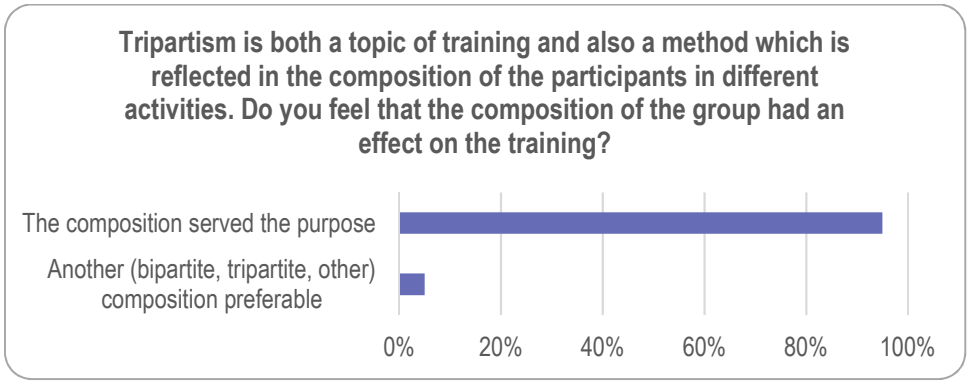


127. The participants were asked whether they felt that there were issues which they considered relevant to social dialogue but which had not been dealt with during the training. The response was negative in 84.62 % of the cases (33 answers) while 15.38 % (six participants) felt that something was missing. Two participants of the Academy on Social Dialogue and Industrial Relations stated that there should have been more stress on how each party – and especially trade unions – can contribute to social dialogue and tripartism at all levels, from workplaces to the national level.

128. Three participants of the Master in industrial and employment relations would have wished to have more knowledge of human resources management, different types of collective agreements and government economic policies. One participant of the negotiation skills course asked for more knowledge of management and trade union approaches to immigration.

129. A further question inquired whether the composition of the participants of the activity had been felt to be appropriate for the training purpose.

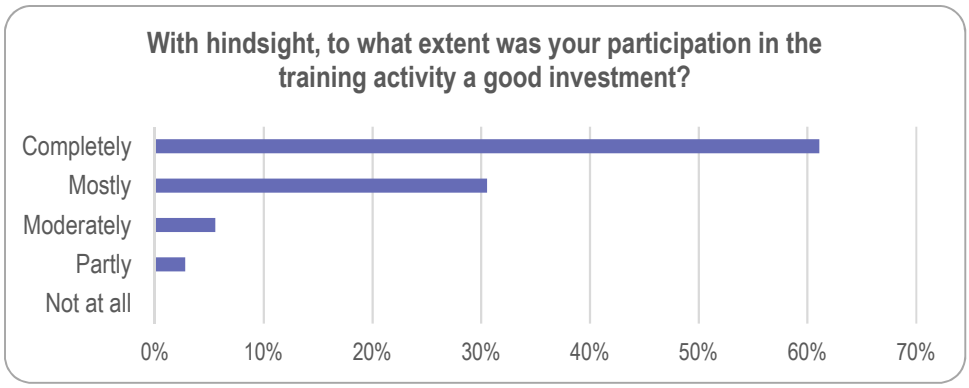
Answer choices	Responses	
	Count	Per cent
The group was composed in a way which served the purpose	38	95.0%
Another composition would have been more appropriate (e.g. tripartite, bipartite, or only employers / worker / governments)	2	5.0%
Answered	**40**	
Skipped	**2**	



130. In Group 1, specific comments on the question of composition were made above all by the participants in the Academy on Social Dialogue and Industrial Relations. All of them underlined the importance of participants representing a mix of employers, workers and government officials.

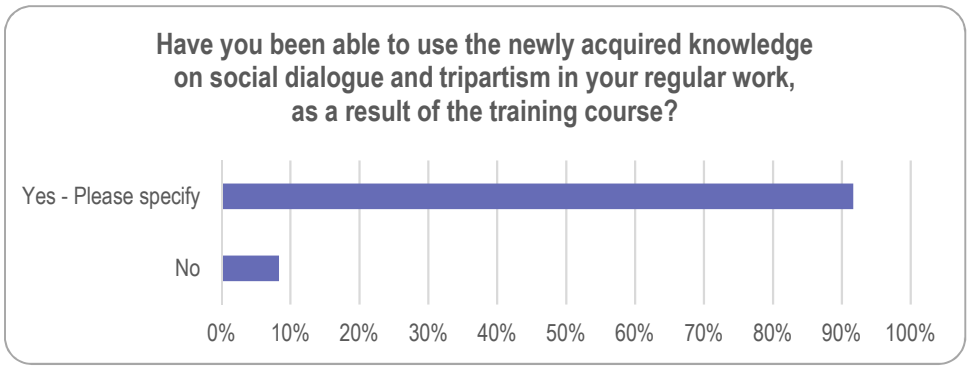
131. The participants were asked to what extent they considered that the participation in the training activity had been a good investment. The breakdown of answers was:

Answer choices	Responses	
	Count	Per cent
Completely	22	61.11%
Mostly	11	30.55%
Moderately	2	5.56%
Partly	1	2.78%
Not at all	0	0.00%
Answered	**36**	
Skipped	**6**	



132. The participants were asked about the extent to which they had been able to use their acquired knowledge of social dialogue and tripartism in their regular work.

Answer choices		Responses	
		Count	Per cent
Yes		33	91.67%
No		3	8.33%
	Answered	**36**	
	Skipped	**6**	

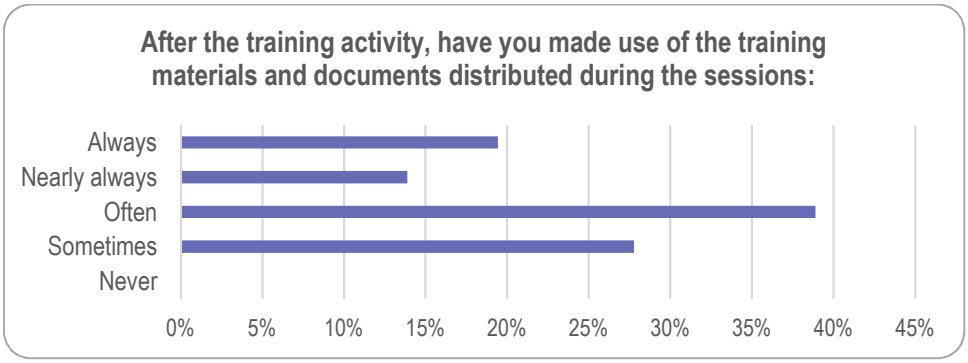


133. For the Social Dialogue Academy, the 19 answers to the question specified the use of acquired knowledge with concrete examples. They included different levels of trade union training, awareness-raising activities for employers, setting up or improving tripartite institutional arrangements and successes in labour-management cooperation and dispute resolution. The answers suggested that, in most cases, the knowledge had been applied to strengthen existing social dialogue processes.

134. Regarding the Master in industrial and employment relations, the nine respondents underlined improvements in the interaction between management and trade unions, successful dispute resolution and workshops and training carried out by the participants after the training. The three responses by participants in the training for negotiation skills all affirmed that the knowledge had been used for collective bargaining and dispute resolution.

135. The participants were also asked whether they had made use of the training materials obtained during the courses. The responses were:

Answer choices		Responses	
		Count	Per cent
Always		7	19.44%
Nearly always		5	13.89%
Often		14	38.89%
Sometimes		10	27.78%
Never		0	0.00%
	Answered	**36**	
	Skipped	**6**	



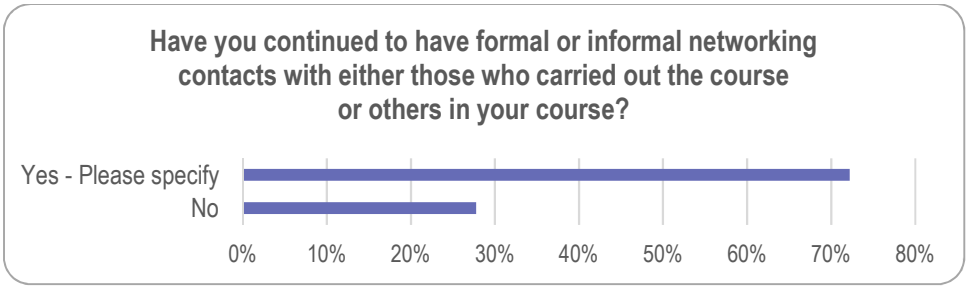
136. The participants of the Social Dialogue Academy gave the following examples of how they had used the training materials. The materials had been used in trade union training and awareness raising seminars of employers; they had helped in preparing documentation for negotiations and dispute resolution, and in arranging meetings of key actors of social dialogue.

137. Participants in the Master in industrial and employment relations (11 responses) referred to the following examples: changes made in OSH practices through labour-management cooperation, drafting a plan for the development of national social dialogue, training workers' representatives and helping them to prepare position papers for negotiations, explaining the procedures for good faith negotiations, and otherwise using the resource materials both at work and for academic study. Respondents from the negotiation skills course all referred to the use of materials in collective bargaining.

138. One respondent noted that, before commencing collective bargaining, "we first call for a pre-negotiation meeting for consultation and information exchange. The experience that I have acquired is that dialogue in this way prevents further disputes that may arise due to misunderstanding during bargaining."

139. The participants were also asked about the extent to which they have continued to have formal or informal contacts with the ITCILO trainers or one another. The aim of the question was to establish how the social dialogue and tripartism training activities were contributing to the development of an international community specializing in the issue, somewhat in the same way as activities on international labour standards have given rise to a "Community of Practice" of judges, lawyers and legal educators.

Answer choices		Responses	
		Count	Per cent
Yes		26	72.22%
No		10	27.78%
	Answered	**36**	
	Skipped	**6**	



140. When asked to specify the interaction, the participants of the Social Dialogue Academy referred to informal contacts with the ILO Country Office and with one another. The initiative in Francophone Africa (see the case study in Box No. 2) originated at the course. Participants of the Master in industrial and employment relations said that they are keeping contact with one another through a social media group. Participants of both of these training activities said that they had found it difficult to stay in contact with the trainers. A suggestion was made for creating a platform between the trainers and the participants. The one participant of the course on negotiation skills who answered this question referred to networking among trade unionists.

141. The percentage of those who had provided feedback to the ITCILO, upon their own initiative or request, was quite low. Only six participants (16.67%) said that they had done so, while 30 (amounting to 83.33%) answered in the negative. One participant had kept contact and was invited to give a presentation to a later similar Master course in industrial relations.

142. To a question on whether the participants received follow-up support from the ITCILO to apply their acquired knowledge, 82.86% (29 participants) said “no”. Support had been provided to six participants (17.14%). In the latter group, the participant’s involvement in a subsequent course in Turin was particularly mentioned.

143. The low figure of those who said that they had received support contrasted with the satisfaction with such support. None of the respondents were very unsatisfied, one was unsatisfied, two were neutral, four were satisfied and three were very satisfied.

144. The questionnaires suggested a number of alternatives to the question, what follow-up action in terms of training and capacity building could have been useful for them. Two of the 17 respondents of the Social Dialogue Academy said that they were satisfied with the experience. Others referred to the need of continuous training. Specific areas mentioned were human resources development and occupational safety and health. A system of follow-up on line could assist in maintaining and improving knowledge. Proposals for improving the activity typically suggested more sharing of best practices and presenting and examining concrete cases.

145. Participants of the Master in industrial and employment relations called for more specific training on social dialogue; presentations by former participants to the courses on national experiences; a mentorship programme by the ITCILO for the participants; and regular e-mails keeping the participants up to date on developments.

146. Participants of the negotiation skills course referred to the need for more knowledge on strategies and tactics. One respondent called for a more cooperative attitude by employers towards collective bargaining.

3.2. Group 2: Capacity-building programmes for workers and employers

3.2.1. Activities in Group 2

3.2.1.1. Macroeconomics for social negotiators (A170740)

147. The course was tailor-made by ACT/EMP for a number of African countries. It consisted of a 35-hour distance learning period (within a time-frame of six weeks, with the possibility of interaction) and a 5-day face-to-face course in Turin. Of the 22 participants, 17 were employers (some from private companies), 4 from workers' organizations and 1 from an NGO. Of them, 5 were women and 17 men.

148. The objective was training on macroeconomics for social partners whose function "requires that the secretary-general or executive director, the spokespersons, public relations and communication officers and representatives involved in national labour commissions have a fair knowledge on the essentials of macroeconomics" and tools for use in interaction with counterparts.

149. The satisfaction survey at the end of the course had asked for assessments on a scale of 5. To the question how likely the participant would apply the learning, the response had been 4.70. To the estimation of benefit for their institution, the scale showed 4.65. For the current evaluation, the questionnaire yielded three answers which in two cases affirmed that the participant felt having obtained a better understanding of social dialogue and tripartism as a result of the course.

3.2.1.2. Evidence-based strategic advocacy and communication (A9710771)

150. The course was tailor-made by ACT/EMP for 20 participants (13 women, 7 men) from employer and business organizations. An on-line selection process, for which initially more than 60 participants were registered, was completed by 43 participants.

151. The distance learning took a minimum of 15 hours during two weeks and, for those selected, the face-to-face phase lasted four days in Turin. The different training tracks were secondary data research; research development and policy proposal drafting; advocacy and communication strategies; and group work exercises.

152. In the immediate evaluation after the course, on a scale of 5, the rating of the questions of both how likely the participants would apply the achieved knowledge and the likely benefits to their organizations was 4.85. Over a year later, this assessment and expectation was fully reflected in the answers to the questionnaire for this evaluation.

153. Examples given to a question on achievements following the training activity included strategy development for engaging political decision-makers in a more proactive way, long-term planning for advocacy and lobbying, activation of the organization for the use of social media (starting with the use of Twitter to the drafting a social media strategy) and overcoming the hesitancy of members. The demonstration of an OSH video had given inspiration for a similar project in another organization. In general, stakeholder analysis, based on research, emerged as a tool which had already "yielded increased recognition from legislators and policy makers".

154. One respondent noted that, although s/he had participated in social dialogue earlier, the course had given a broader insight about how to “sharpen my style and approach to social dialogue and tripartism”.

3.2.1.3. Trade union training on International Labour Standards (A9010538)

155. The course was tailor-made by ACTRAV for trade union representatives (under 45 of age). The final list of participants had 41 participants, of whom 15 were women. The course aimed at increasing the knowledge and use of international labour standards by workers’ organizations. The length of the course was two weeks. Access to relevant material was provided on the web prior to attendance.

156. The programme had sessions on social dialogue in the context of Decent Work and social justice. It had sessions on freedom of association and collective bargaining as well as the link to the Fundamental and Governance Conventions of the ILO. However, there was no dedicated session specifically on social dialogue and tripartism.

157. Of the participants, 28 replied to the questionnaire for the evaluation and commented on the effects of the training and provided suggestions on future training activities.

158. The trade union course participants gave the following positive examples: successful collective bargaining and dispute resolution, better understanding of the Decent Work approach, increased knowledge of ILS and use of this knowledge for labour law issues.

159. One concrete result was that knowledge acquired at the course had helped to mediate/negotiate a retrenchment package with the employer. In another company, a workers’ welfare board had been constituted. In a third one, minimum safety standards for the workplace unit had been measured. Another concrete example was the organization of courses for local trade union officers on employment policy.

160. One participant of the course on ILS for trade unionists had been able to identify a violation of international labour standards (on discrimination). As a result, action which had led into action taken by the trade union concerned, and negotiations on the issue had commenced.

3.2.2. Replies to the questionnaire

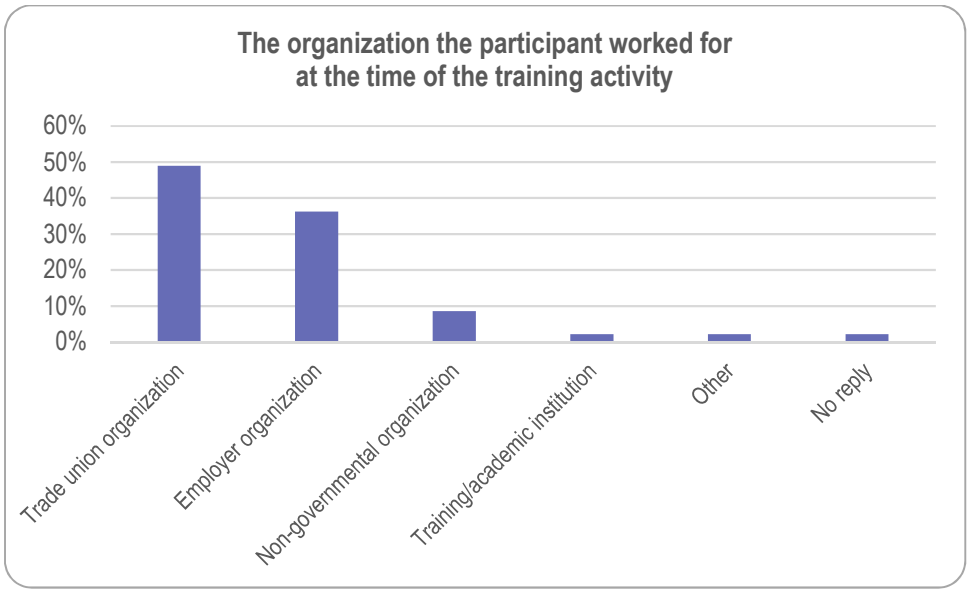
161. Out of the total of 83 participants in the three sample courses of employers' and workers' activities, 47 replied to the questionnaire for this group, which amounted to a rate of response of 57%.

Table 6: Questionnaires received from respondents

ACTIVITIES IN GROUP 2	Partic. Total	Questionnaires received		Female respondents	
		Count	%	Count	%
A1710740 - Macroeconomics for Social Negotiators	22	3	14%	0	0%
A9710771 – Evidence-based strategic advocacy and communication	20	16	80%	10	63%
A9010538 - Trade union training on International Labour Standards	41	28	68%	6	21%
TOTAL	**83**	**47**	**57%**	**16**	**34%**

162. Of those who answered the questionnaire, 31 were men (65.96%) and 16 were women (34.04%).

163. Twenty-three respondents (48.93%) were from trade unions and 17 (36.17%) from employers' organizations. Four (8.51%) indicated that they represented non-governmental organizations, and one (2.13%) was from an academic/training institution. One was from an "other" organization. One participant did not reply to this question.

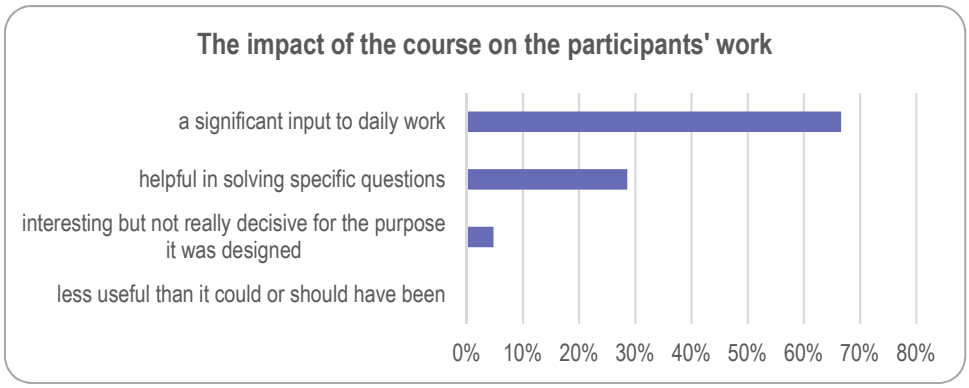


164. The participants in the employers' activities were executive directors (2), directors or deputy directors, research and publicity managers, economists, lawyers and project managers.

165. At least 15 of the workers' participants held elected positions: they were presidents, vice-presidents, secretary-generals or other officers of trade unions at different levels. Others were legal experts (given that the sample course was on international labour standards) or union officials responsible for education and training.

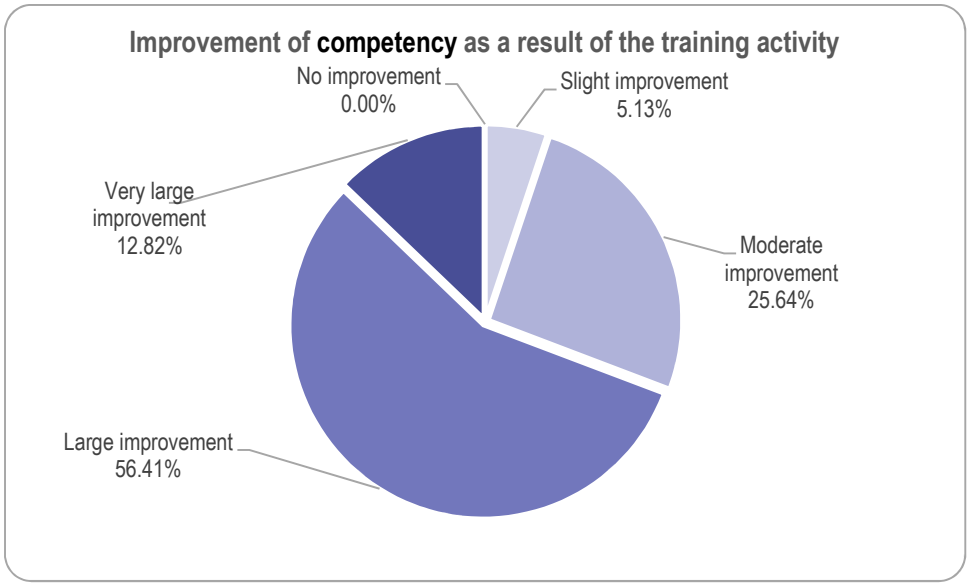
166. The answers to the question of the **impact of the course** indicated that it had been:

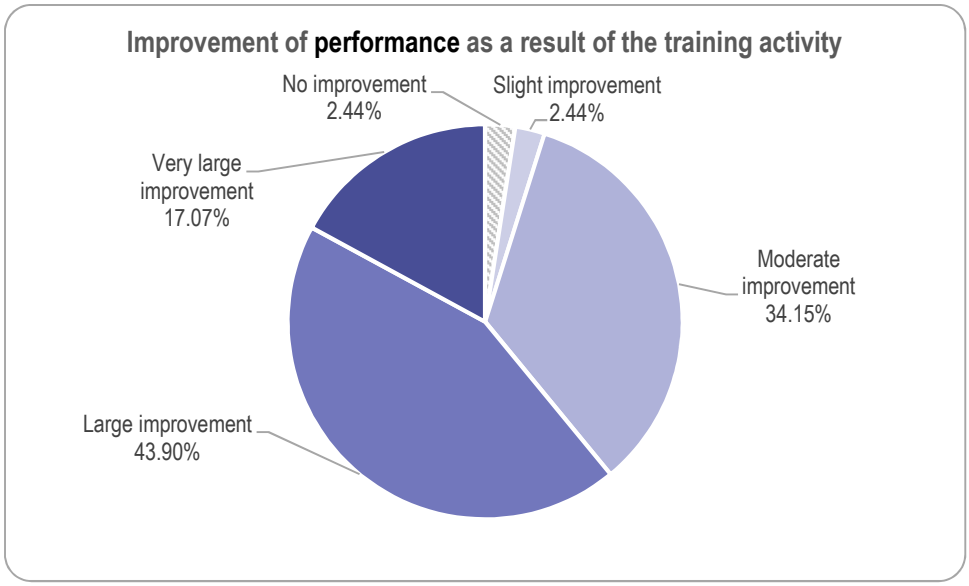
(a)	a significant input to daily work	66.67%
(b)	helpful in solving specific questions	28.57%
(c)	interesting but not really decisive	4.76%
(d)	less useful than it could or should have been	0.00%



167. The participants were asked to what extent they considered that their competencies and on-the-job performance had improved as a result of the training activity. The responses were as follows:

	No improvement	Slight improvement	Moderate improvement	Large improvement	Very large improvement	Total
Competencies	0.0% (0)	5.13% (2)	25.64% (10)	56.41% (22)	12.82% (5)	**39**
Job performance	2.44% (1)	2.44% (1)	34.15% (14)	43.90% (18)	17.07% (7)	**41**
					Answered	**42**
					Skipped	**5**

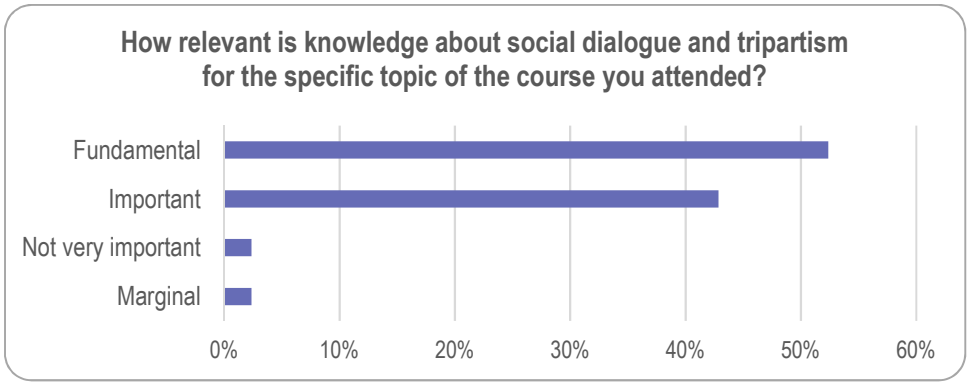




168. The responses indicating that there had been no improvement were practically absent while “large” and “very large” improvement in competencies amounted to almost 70% of the answers and on job performance to 61%.

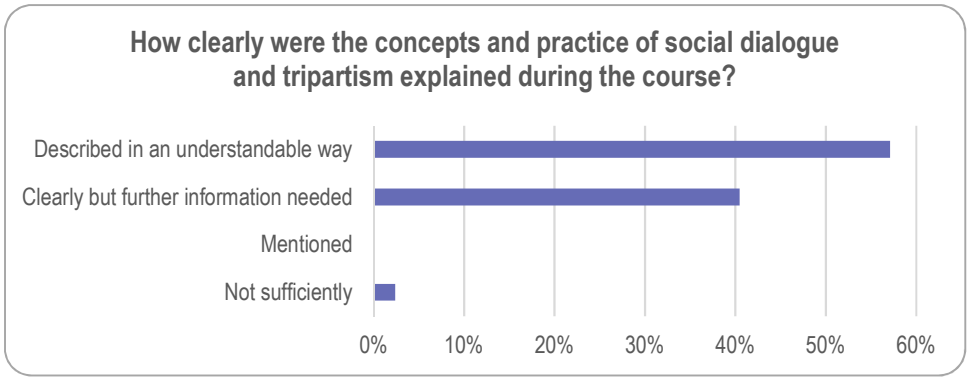
169. The participants were asked how relevant they considered that knowledge about social dialogue and tripartism was for the course they attended. Forty-two participants answered the question with the following breakdown of answers:

Answer choices	Responses	
	Count	Per cent
Fundamental	22	52.38%
Important	18	42.86%
Not very important	1	2.38%
Marginal	1	2.38%
Answered	**42**	
Skipped	**5**	



170. A question on how clearly the principle of social dialogue and tripartism had been explained was answered by 42 out of the 47 respondents as follows:

Answer choices	Responses	
	Count	Per cent
They were described in an understandable way	24	57.14%
They were explained clearly but further information would be needed to apply them	17	40.48%
They were mentioned but not clearly explained	0	0.00%
They were not dealt with sufficiently	1	2.38%
Answered	**42**	
Skipped	**5**	



171. To the question of whether the course had provided the participants with a better understanding of social dialogue and tripartism and their importance to their own activities, the responses of 39 participants were exclusively positive. There were no negative answers. One respondent noted that social dialogue was not a concern because it was well organized in his country.

172. There was a question aimed at clarifying to what extent the participants, who represented mainly either employers' or workers' organizations, considered the composition of the course appropriate. One of the courses was only for employers, another only for trade unions whereas a third one had a degree of trade union participation in an ACT/EMP course. The overall response was that the composition had been appropriate, but a number of trade union participants considered that a tripartite alternative could have been better in order to confront participants with different positions and seek solutions. Some trade union participants could also have envisaged a bipartite composition.

173. On the employers-only course, there was a consensus that the composition was right to allow for exchanges of experience. One participant observed that the time available had favoured an activity for employers only but, had there been more time, sharing experiences with both trade union and government representatives would have added value to the learning outcome.

Box 3: Selected participants' proposals for improving the understanding and impact of social dialogue

The participants of the employers' courses stressed the need for practical examples, sharing experience, case studies and role-play. One respondent requested "Increasing the training with technical staff of employers' organizations to spread the training far beyond the executives. The training materials and presentations should be provided on the website for those who could not attend." Employers' answers also reflected a desire to engage the trade union and government representatives.

The workers' participants called for country-specific design of training activities as well as refresher and follow-up courses. Mock training was seen as particularly important. As noted above, several workers' participants called for more bipartite or tripartite participation in the training activities. The workers' expectation apparently is that a bilateral approach implies a recognition of them as a partner also in collective bargaining. Workers also tend to consider that a tripartite setting will favour their case. Employers seem slightly more liable to prefer bipartite compositions.

The worker participants also requested a greater focus on countries which have weaknesses in social dialogue, no doubt reflecting their national experiences.

One participant stressed that "socializing and understanding the role of social dialogue is important for the (trade union) members because it is more efficient and cheaper in solving problems at the workplace."

Other wishes and opinions expressed were:

- more active involvement of the civil society and raising awareness of social dialogue, in particular in the business community;
- spread the culture of social dialogue between the parties. Strengthen the role of trade unions and the concept of social dialogue; and
- the impact of this objective has dwindled due to the lesser number of courses offered nowadays. We need such courses in developing nations more than ever.

Box 4: Participants' proposals for the improvement of the training experience

"More time should be given to strategies on engaging politicians, social dialogue and positions for communication."

"Add more practical sessions. Participants should make a brief presentation on what they have learned and how they will apply it in their countries."

"Include more cases and techniques on how to construct the dialogue; how to behave in different scenarios."

"Participants should be from the same level, and not a mixture of executives and staff." (Employer view)

When the question of future courses was combined with that on the appropriate composition for the social partners' programmes, one can conclude that while participants in general have felt comfortable with the composition – especially given the topic and time available – there is a notable undercurrent in favour of more bipartite and tripartite training experiences.

This should not be surprising: if the objective is social dialogue and tripartism, then it should be dealt with in a composition which matches reality. For the practice of social dialogue and tripartism, the ACT/EMP and ACTRAV courses offer unique knowledge and an opportunity to train in real-life conditions.

"The training should be applied to all tripartite partners in the same class instead of giving it to just one partner."

"I would add portions of videos which narrate success stories from all over the world regarding practices of social dialogue and tripartism. Add sessions for others to receive unique insights or approaches that they had not earlier experienced."

3.3. Group 3: Other programmes

3.3.1. Activities in Group 3

3.3.1.1. Maximizing field office performance (A909314)

174. The one-week course was tailor-made and managed by DELTA as a capacity-building programme for ILO Field Office Directors. The key objective was to strengthen the delivery capacity on operational levels of management and administration. All participants came from the ILO.

175. The programme included on its first day a session on "working with constituents", featuring the Directors of ACT/EMP and ACTRAV from Geneva. Substantive training sessions were held on the link between Decent Work and the Sustainable Development Goals as well as preparing Decent Work Country Programmes. Extensive simulation exercises were carried out on resource mobilization and portfolio management. There was a session on promoting gender equality and diversity.

176. The questionnaires produced no feedback for this evaluation from the participants, who all were exclusively responsible field office directors, their deputies or other senior officials of the ILO. A personal reminder produced one late reply. This might indicate that the issue of social dialogue and tripartism did not set off any loud bell in field offices. In addition, some officials have retired and moved to other positions since the training.

177. The ITCILO programme managers did indicate to the evaluator that there is limited demand for social dialogue activities from the field and a lack of donor interest compared with other activities for which resources are mobilized. Other training activities surveyed in this evaluation demonstrate that an important number of participants in different courses come through initiatives by the field offices.

3.3.1.2. Job creation in fragile states (A909074)

178. This open course was managed by EMLD. The participants were national government or ILO officials. It was the first of its kind, a result of office-wide brainstorming and with some uncertainty about the responsibilities for the topic. In the field, employers' and workers' organizations often have only a limited role in crisis situations. Work often involves humanitarian organizations who are less accustomed to the ILO values of social dialogue and tripartism.

179. Employers' and workers' organizations could conceivably have a role in job creation and promotion of entrepreneurial activities. It is recognized that supporting them could be a part of a package of measures for resilient markets and livelihoods for refugees.

180. Since the first one-week course in Turin, there have been three regional Academies on the topic, in Bogotá (Colombia), Freetown (Sierra Leone) and Beirut (Lebanon). The Beirut Academy had a dedicated session on "empowering civil society, workers' and employers' organizations to overcome fragility".

181. The three answers received to the questionnaire for this evaluation provided concrete examples, such as dealing with victims of human trafficking with a greater focus on girls and

business development. In one case farmers had been helped to plant more resilient crops for export. They had also been assisted to join pension schemes.

182. A specific proposal was that surveys on the role of social dialogue in job creation to be provided to participants before courses. During the course, there could be role-play to ensure that the participants understood the ILO's values of social dialogue and tripartism.

183. ACTRAV has recently been carrying out activities on promotion of the Recommendation on Employment and Decent Work for Peace and Resilience, 2017 (No. 205). This is liable to provide further opportunities for linking the issue of fragile states with social dialogue.

3.3.1.3. Academy on youth employment (A9010038)

184. The activity was an open Academy, organized by the Employment Policy and Analysis Programme (EPAP) and with tripartite participation. The two-week course did not have a dedicated social dialogue session, but in the second week it had a session on dialogue with presentations from ACT/EMP and ACTRAV. The aim was the development of national action plans, with an emphasis on transition to formal employment, green jobs, gender, rural employment, youth entrepreneurship, rights at work, skills development, and active labour market policies. The stated objectives of the Academy included the desire to expand social dialogue and provide space for the views of young persons.

185. In this context, tripartite participation in a training activity is already seen as a recognition of social dialogue. The course participation included employers' and workers' representatives and labour authorities together with a number of relevant associations. Participants were identified with the help of the ILO field offices. However, the programme managers noted that it is particularly difficult to have employer representatives for a course of this length.

186. The Academy participants included an executive director of an employers' organization, a youth employment expert in an international organization, four public institution senior officials, five senior Ministry of Labour officials, two directors and one representative of an NGO.

187. The respondents (altogether seven) who volunteered suggestions for improving the impact of social dialogue and tripartism referred to the need to have practical examples and role-play sessions involving workplace level representatives. The concepts and practices need to be explained, and there should be balanced tripartite participation in the training activity. Proposals on the improvement of training activities called for more interaction as well as practical examples, both on the actual topics of the courses and on social dialogue and tripartism.

3.3.1.4. Performance indicators and balanced scorecard for TVET institutes (A5010073)

188. This one-week course was provided by EPAP. It was tailor-made, on the basis of an agreement with the Government of Saudi Arabia. Performance indicators were linked to a national vocational education programme in Saudi Arabia. Participants included heads of one governmental and two training institutions.

189. All 16 participants were men, and the course was held in Arabic. Social dialogue was not part of the training programme. In a society which does not have much of tripartite structures or social dialogue practice, it is not obvious how these could be introduced in an operative manner in a technical programme.

190. Three participants responded to the questionnaire for the evaluation and made suggestions for improving the activity. One of them was “being creative in a new unfamiliar manner”, such as non-traditional dialogue within the Parliament. Another participant replied that “dialogue should be taught from childhood”.

3.3.1.5. Impact evaluation of public policies, programmes and projects (A909174)

191. The course was an open one, arranged by the Sustainable Development Programme (SDP). The purpose of the one-week training was to introduce the concepts and methods of impact evaluation and cost-benefit analysis for assessing the impact of public policies. The participants came from national governmental and international organizations.

192. The specific issue of social dialogue and tripartism thus appears to be somewhat remote. Without knowing the details of the case studies presented at the course, it is not possible to say to what extent different aspects of social dialogue had come up during the course. Given that the course was based on all strategic objectives of the ILO, as expressed in the Decent Work approach, social dialogue would have been dealt with in some form.

193. Three of the eight respondents to the evaluation questionnaire said that they have acquired a better understanding of social dialogue as promoted by the ILO (one of them acknowledged that it was of direct professional concern); one replied in the negative. One respondent would have preferred a bipartite composition of participants in the course.

3.3.1.6. Project cycle management (A909135)

194. The activity was an open two-week course for national project officers and coordinators as well as staff from non-governmental organizations. Participants were government representatives, one international representative of employers, one private sector representative and ILO staff.

195. After having studied methodologies and tools, participants presented projects in a role-play exercise. Programme managers underline that social dialogue and tripartism are covered by the module of stakeholder engagement. It is obvious that in the language of management methods, “stakeholder participation” in practice includes many aspects of social dialogue and tripartism. There are linkages between the project activities and social dialogue institutions and processes of tripartite cooperation. Yet there is no identification of a specific module or session on social dialogue and tripartism.

196. The responses to the questionnaire for this evaluation noted that social dialogue had not been dealt with although it would be good if it was added to the programme in a way which would be relevant to the UN and not only the ILO. One of the two respondents was an ILO official while the other one was project manager of an employers’ organization.

3.3.1.7. Decent Work and sustainable development (A979123)

197. The course was organized by SDP. It consisted of a distance learning phase and 3.5 days face-to-face training in Turin. All regions were represented except the Americas (for linguistic and scheduling reasons). Modules on the Sustainable Development Goals were presented by experts from the ILO.

198. It no doubt continues to be a challenge to align Decent Work with the SDG goals. In the conclusions of the activity, this was somewhat optimistically described as a question of mainly "communication and presentation". The real issues may lie deeper than that. One of the participants commented that "it will be important for future courses to ensure consistency in presentation and methodological approaches of resource persons to facilitate the learning. A standard presentation module and session concept would thus need to be developed and used by resource persons in close coordination with ITCILO and MULTILATERALS."

199. The programme of the face-to-face session included ACTRAV and ACT/EMP perspectives; a rights based approach; environment, business and decent work; indicators for SDGs and the development of an ILO SDG engagement plan. There was no specific session on social dialogue.

200. Those who answered the questionnaire for this evaluation were three senior trade union officials, one representative of an intergovernmental organization, one ILO programme officer and one consultant.

201. Among the issues noted was that this kind of courses may run the risk of being gatherings of people and exchanges of information without a clear target or the input of an authority capable of giving guidance and stimulating the participants. The aim, after all, should be to better enable the tripartite partners to come to bargaining tables in their respective countries with tangible improvement of their competences.

3.3.1.8. Decent Work for domestic workers (A909090)

202. This open course, arranged by the Social Protection, Governance and Tripartism Programme (SPGT) jointly with ILO INWORK, was a one-week activity for the promotion of the Domestic Workers Convention, 2011 (No. 189). It was conducted in Turin in Spanish. The composition was tripartite, with non-governmental organizations and ILO officials participating. Fifteen of the participants were women in various age brackets; three were men.

203. The focus of training was on the formalization of the sector, tools to use, and the organizing of employers of domestic workers. Organizations involved came mainly from countries with many immigrant domestic workers, e.g. the United States.

204. The topics covered by the different sessions were wages, working time, social protection, formalization, organization, conflict resolution, and labour inspection. There were two sessions on how social dialogue can help in formalization and collective bargaining. These sessions covered one afternoon of the 4½ days training.

205. Three of those responding to the evaluation questionnaire came from Ministries of Labour (one director, two experts), one was another government official, one an elected trade unionist, one from a non-governmental organization and one was an ILO national official.

3.3.1.9. Mainstreaming migration into policy planning (A909095)

206. This one-week open course was organized by SPGT. It was a joint course arranged with the International Organization for Migration (IOM), focusing on public institutions and different partners. As such, it did not correspond to a tripartite ILO model. The participants were either

government officials or experts from the ILO, IOM or other United Nations organizations. The course had no session which would specifically have covered social dialogue.

207. The sessions explored the concept of mainstreaming migration into development policies and the right to choose migration or not. It examined migration trends in the light of the Sustainable Development Goals, gender, local level mainstreaming and access to employment. Migration was dealt with in a broad context but not linked specifically with, for instance, social dialogue.

208. The eight respondents to the questionnaire for this evaluation (two from governments, six from international organizations) felt that the composition of the group had been suitable. Three said that the course had given them concrete mainstreaming tools which they had made use of. One participant had gained better understanding of tripartism although it was not the main focus of the training.

3.3.1.10. Gender and organizational change (A909178)

209. This one-week open course was organized by the International Labour Standards, Rights at Work and Gender Equality Programme (ILSGEN). It focused on managing gender mainstreaming and change in organizations. The material was available only electronically. There was no specific session referring to social dialogue and tripartism. The ILO manual for gender audit facilitators does not address the issue of social dialogue. Role-plays and practical examples tend to refer to social dialogue when participants come from the trade unions or employers' organizations. The less participants come from these organizations, the less outreach takes place among them.

210. Some gender training activities, for instance on pay equity, are seen to be more "ILO-ish" than the sample course on gender and organizational change, which had appeal beyond the circle of employers, workers and labour authorities.

211. The final report of the course itself recommended the development of an on-line platform to provide preliminary information to participants and solicit their inputs and requests.

212. Of the five participants who responded to the questionnaire for this evaluation, three were trade unionists (of whom two in elected positions), one a communications specialist and one a director of a public institution. They were satisfied with the composition of the group. As a result of the course, one participant had initiated a coordination group of national NGOs, which had become part of the National Economic Development Committee.

3.3.2. Replies to the questionnaire

213. The total of participants in the ten activities not directly linked to social dialogue and tripartism was 215. The number of questionnaires received was 55, which means that the rate of reply was 26%.

214. Of the respondents, 34 were women (62%) and 21 were men (38%).

215. The breakdown of participants and respondents in the activities is reproduced in the following table:

Table 7: Questionnaires received from respondents

ACTIVITIES IN GROUP 3	Partic. Total	Questionnaires received		Female respondents	
		Count	%	Count	%
A909314 - Maximizing Field Office Performance: A capacity-building programme for ILO Office Directors	14	0	0%	0	N/A
A909074 - Job creation in fragile states	15	3	20%	2	67%
A9010038 - Academy on Youth Employment / Académie sur l'emploi des jeunes	56	15	27%	9	60%
A5010073 - Performance indicators and balanced scorecard for TVET institutes	16	3	19%	0	0%
A909174 - Impact evaluation of public policies, programmes and projects	10	6	60%	5	83%
A909135 - Project cycle management	13	2	15%	2	100%
A979123 - Decent work and sustainable development	14	6	43%	1	17%
A909090 - Trabajo decente para las trabajadoras y los trabajadores domésticos	18	7	39%	6	86%
A909095 - Mainstreaming migration into policy planning	32	8	25%	6	75%
A909178 - Gender and organizational change	27	5	19%	3	60%
TOTAL	**215**	**55**	**26%**	**34**	**62%**

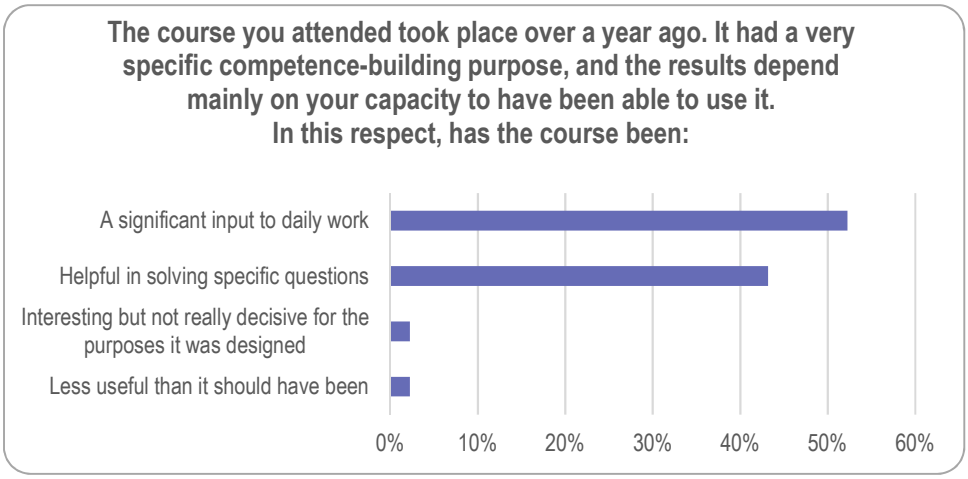
216. The questionnaire asked about the kind of organization the participants worked for at the time of the training activity. The breakdown of the answers was as follows:

Answer choices	Responses	
	Count	Per cent
Employer organization	2	3.64%
Trade union organization	7	12.73%
Ministry of Labour	9	16.36%
Government (other than Ministry of Labour) / public institution	11	20.00%
International Labour Organization	4	7.27%
Other UN organization	6	10.91%
Intergovernmental organization	3	5.45%
Non-governmental organization	6	10.91%
Private enterprise	1	1.82%
Training/academic institution	2	3.64%
Other	4	7.27%
Answered	**55**	
Skipped	**0**	

217. The participants were asked whether they were satisfied with the composition of the group. The alternatives given were bipartite, tripartite or other composition. Of the 42 respondents to this question, a clear majority said that the composition had been suitable. Two would have preferred a tripartite composition and one a bipartite one. There could have been more representatives of fragile states in the course concerned. One participant would have preferred more civil society participation. One participant of the gender course felt that there should have been more participants who have sufficient power to do something about gender in organizational change.

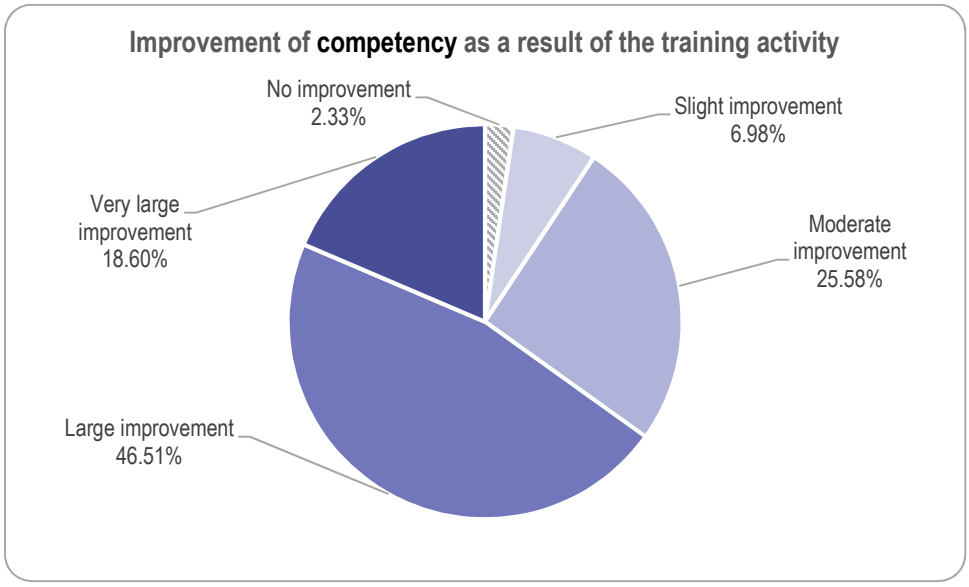
218. The participants were asked about the impact of the course they had attended on the knowledge and competencies acquired.

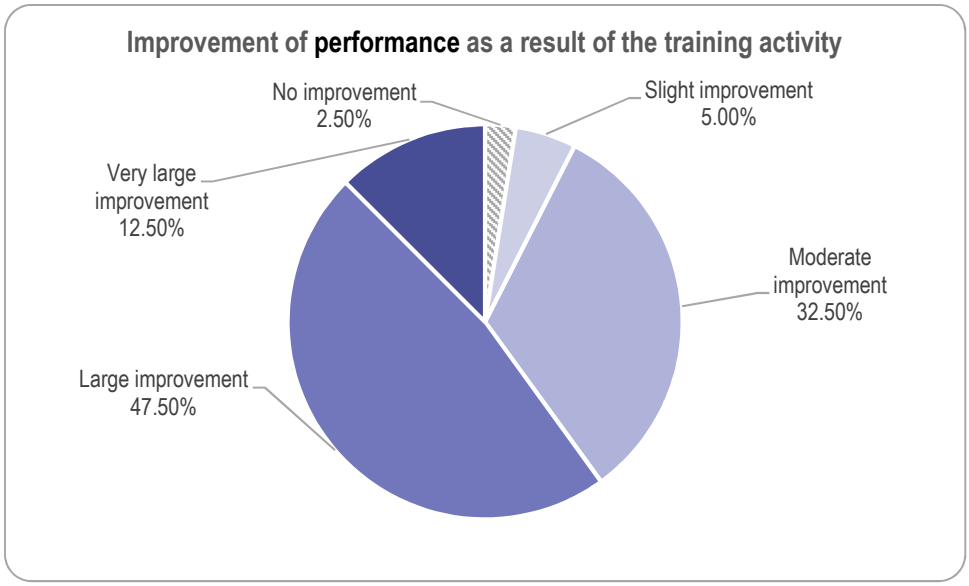
Answer choices	Responses	
	Count	Per cent
A significant input to daily work	23	52.27%
Helpful in solving specific questions	19	43.19%
Interesting but not really decisive for the purposes it was designed	1	2.27%
Less useful than it should have been	1	2.27%
Answered	**44**	
Skipped	**11**	



219. To a question of the extent to which the training activity had increased the competencies and job performance of the participants, the responses were:

	No improvement	Slight improvement	Moderate improvement	Large improvement	Very large improvement	Total
Competencies	2.33% (1)	6.98% (3)	25.58% (11)	46.51% (20)	18.60% (8)	**43**
Job performance	2.50% (1)	5.00% (2)	32.50% (13)	47.50% (19)	12.50% (5)	**40**
					Answered	**45**
					Skipped	**10**





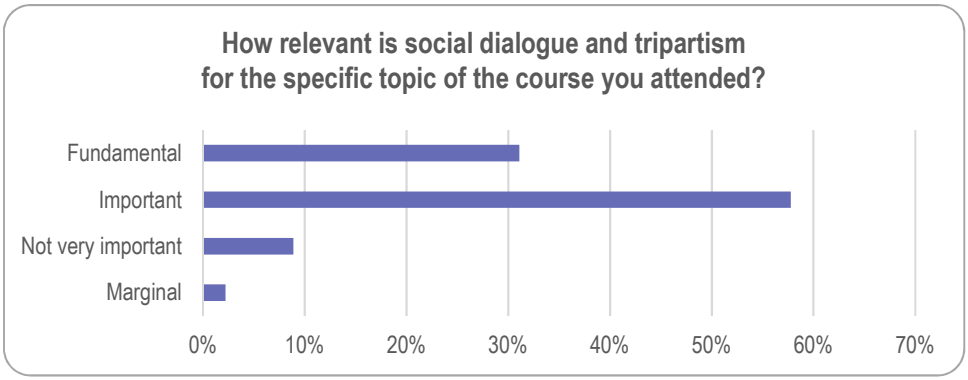
Box 5: Use of knowledge acquired through the training

Examples of how participants in courses in Group 3 had been able to make practical use of the knowledge acquired comprised the following:

- training victims of human trafficking, and orienting this more towards girls while linking it to business development;
- utilizing job creating skills in South Sudan;
- supporting farmers after natural disasters in planting more resilient crops and exporting them and also extending retirement schemes to farmers;
- strategies for youth employment implemented through the public employment service, supervised by the respondent;
- placing young persons as trainees, enabling them to accede to employment;
- implementation of a programme for young farmers;
- the elaboration of a credit scheme to promote youth employment;
- supporting the evaluation of UNICEF programmes;
- showcasing better the results of a development project, which enabled the funding for its next phase;
- through negotiations with management, regularizing the employment relationship of more than three thousand casual workers, with a 22% wage increase;
- making representations to the government for social security schemes and legislation for unorganized agricultural workers;
- advances in social security arrangements for domestic workers and evaluating future legislative needs;
- developing a monitoring and evaluation framework for measuring progress in mainstreaming migration policies in Moldova;
- adding gender equality to the training for domestic workers; and
- initiating a gender-focused coordination group across institutions and non-governmental organizations, which became part of the National Committee on Economic Development in Kosovo.

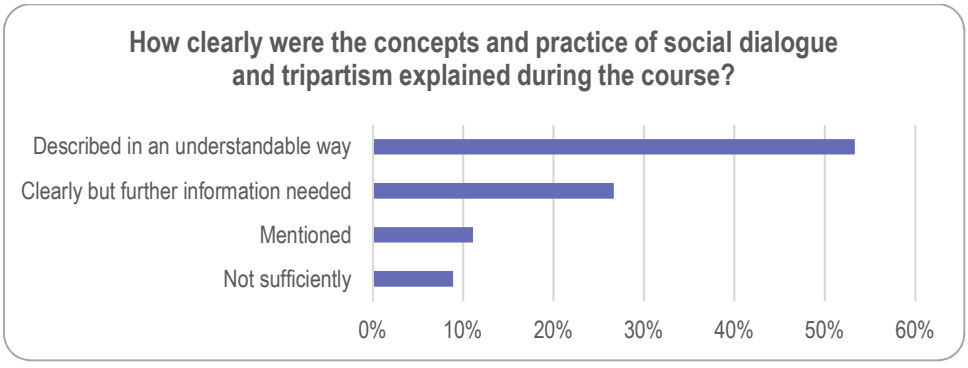
220. The participants were also asked how relevant social dialogue was for the training that they had attended. The replies were:

Answer choices	Responses	
	Count	Per cent
Fundamental	14	31.11%
Important	26	57.78%
Not very important	4	8.89%
Marginal	1	2.22%
Answered	**45**	
Skipped	**10**	



221. Another question was on how clearly the concepts and practice of social dialogue and tripartism were explained at the course.

Answer choices	Responses	
	Count	Per cent
They were described in an understandable way	24	53.33%
They were explained clearly but further information would be needed to apply them	12	26.67%
They were mentioned but not clearly explained	5	11.11%
They were not dealt with sufficiently	4	8.89%
Answered	**45**	
Skipped	**10**	



222. The participants were then asked whether they felt that after the course they had a better understanding of social dialogue and tripartism. Additionally, they were asked if social dialogue had a direct relevance to their professional activities. Of the 41 respondents, 29 gave an unqualifiedly positive answer to the question of improved understanding. Two said “no”, one said “not so much”, and one would have hoped for more clarification. Three pointed out that the training had had a different focus.

Box 6: How to improve the impact of social dialogue and tripartism

The participants in the Group 3 training activities were asked to suggest what they would propose to the ITCILO for better understanding and impact of the specific objective. Some of the specific answers have already been highlighted in the above section describing the sample activities. Other suggestions were:

- add a component on social dialogue by qualified ILO trainers;
- the trainers should take better into consideration the different circumstances in the regions; the same things do not work in different parts of the world;
- more time would be required for understanding the role of social dialogue and tripartism;
- a good mix of tripartite partners and non-governmental organizations, with gender balance, should be achieved with the support of ACTRAV;
- new social actors should be included in tripartite cooperation;
- there should be sessions with role-play concerning how to deal with workplace relations; and
- a balanced tripartite participation in the training activities should be ensured (there were several replies to this effect).

The respondents’ suggestions for improving the courses stressed the need for more practical knowledge, role plays, involve social partners and other relevant social groups and arrange activities at the workplace level. Also, the point was made that there should be more activities than lectures. Requests were made for more advance information to participants of the training courses as well as more follow-up, with incremental training modules.

Box 7: Trends in the European Union

European social dialogue grew out of European integration, which in turn was an outcome of the European reconstruction process. The ideals on which this was based were debated by the ILO while World War II was still going on, given that the circumstances put limitations on the social partners. Linking tripartite cooperation with reconstruction inspired the social and labour aspects of the Marshall Plan. There thus is a direct line connecting the ILO discussions on tripartite cooperation and reconstruction to the arrangements which institutionalized the participation of employers and trade unions in both rebuilding and then achieving European integration processes after the end of World War II. One of the early examples of this approach were the consultative bodies set up for the European Steel and Coal Community since the late 1940s.

Social dialogue became institutionalized in the European Economic Community through the Val Duchesse negotiations in 1985. This took place at the initiative of the then President of the Commission, Jacques Delors. It became written into the Union treaties as a method of favouring bilateral negotiations between employers' and workers' organizations on issues which could later lead into binding Community legislation. If the partners were unable to find agreement, the member countries could move to agree. Naturally, when there have been significant divergences between the social partners, each of the EU member countries have faced them at the national level prior to the Union taking a decision.

To its nature, social dialogue in the European Union is cross-border. It aims to involve the social partners in all social and economic policy making. In order to have a policy accepted, it is helpful to have backing for it from the business and trade union actors.

There is an impressive array of social dialogue activities which are backed up by the European Commission both in terms of substance and financing. The most recent boost to social dialogue was given by the current Juncker Commission through an agreement signed on 23 June 2016 (which happened to be the day of the UK referendum for leaving the Union). Its partners are the ETUC, BusinessEurope, the EU Commission and, through the Council, member States. The EC Commission provides support for BusinessEurope and the ETUC, among others making use of Turin training programmes.

Without the available financing, it would be difficult to keep the social dialogue process going. On the other hand, the partners can be "gently nudged" to action with the prospect of available resources. The social partners note that the Commission does not really provide for the content of the dialogue. Two years ago, the Commission had asked whether parental leave could be a subject for social dialogue. The employers did not agree, and the Commission is moving ahead on its own.

The ETUC would like to see more binding agreements. The trade unions feel that BusinessEurope considers that there should not be any further European social regulation. There had been a high degree of tension between the two partners for a period. Yet discussions are continuing on such issues as psycho-social risks and the right of workers to be disconnected from systems that call upon them to be available without guaranteeing actual work for them.

The employers admit that their action on social dialogue may currently appear to be somewhat lukewarm. They have not walked away from it, but they need to convince their own members about the continuous importance of social dialogue. For this reason, training should give as concrete answers as possible.

European employers – like all other ones – request that the business case for social dialogue be made better. Employers expect results; workers see more value in the process itself. Employers' organizations are at the same time service, advocacy and business groups; their representatives are not elected, and usually they move regularly to other functions. Consequently, knowledge of the other partner, of procedures, and building trust is crucial.

An employer representative usually spends a limited time of his or her career in a position that calls for bargaining skills. They are employees at varying stages of their professional advancement. Workers' negotiators are usually elected by their colleagues, they serve for lengthy periods of time and follow roadmaps established by congresses and other decision-making bodies. There is also a difference between what an employer representative can agree to in negotiations with the workers at the bargaining table.

In terms of training for social dialogue, it is not possible to start with abstract concepts. Both the trade unions involved and the employers need to have an understanding of the different components of social dialogue as well as of the needs to develop and strengthen their own organizations. Employers' organizations may be at a disadvantage because they do not necessarily have the kind of long-term policy goals as the trade unions.

Training by the ITCILO provides a forum for BusinessEurope: through the Young Professionals' Academy, which is a flagship activity. In addition to improving representation of employers' interests and their contribution to economic and social policies, one of the three core functions of the Academy is to assist with the engagement in social dialogue. Participants are under 35 years old and come from employers' and business organizations (with minimum five years of experience) in the 28 member countries of the EU as well as candidate countries. The last of the three consecutive workshops, which constitute the Academy programme, is on social dialogue and the role of employers. It also includes a session with ETUC representatives. The costs of participation in three 2.5-day workshops in Turin is covered by the EU Commission.

The real challenge in Europe comes from the changing nature and structures of the labour market. The percentage of people not effectively covered by the social safety net is still high. There is a growing number of people who need care, but whose health insurance arrangements are weak. Also, the structure of employment and skills needed in the labour market have become varied due to digital developments.

Systems are diverse, and they have different historical backgrounds, throughout the 28 member countries. The original six members had all a tradition of negotiation and concertation on labour policies, supported both by labour and conservative (Christian Democratic) governments. Social dialogue was not a particularly contentious issue, although it became one at the time when the United Kingdom of Prime Minister Margaret Thatcher disagreed with the Community's social policies.

Today, not all governments in the European Union are as committed as the original members. They no longer share the same understanding of the value of social dialogue. While some countries actively encourage bipartite cooperation, in others this is seen as either less relevant or even potentially an unwelcome challenge to policy makers. The picture applies also to potential member States in South-Eastern Europe, many of which lack a tradition of strong independent organizations. In these countries, employers' organizations have been set up where they did not earlier exist; in a number of cases they grew out of former chambers of commerce. At the same time, in the early 1990s the need for creating new organizations for employers was not a generally accepted priority.

The enthusiasm for social dialogue and the belief in its capacity to solve issues has been somewhat shaken by the economic and structural realities of the post-Cold War world. Representativity on both sides has been hit by the structural changes of the economy. On a number of questions, not only the social partners but also the EU member States have been unable to find common agreement. Some years ago, when the Commission tried to find a common view on the question of the right to strike, not only the social partners but the member States ended in a relatively equal but deep divide.

The result is a less than encouraging, even a "near crisis" situation. The formal political commitment has not changed. Structures and resources continue to exist, but the capacity for using them has been somewhat wavering. Participation in the 42 sectoral Committees is uneven; some of them are active, others are not. The reasons do not seem to be external but rather internal. Organizations have weakened or shifted focus.

There are currently no on-going negotiations on possible new agreements between the social partners. In 2017 there was an agreement on measures to sustain aging workers to remain active. This was the first agreement since 2009. Over the years of social dialogue, several hundred joint statements have been made to the European institutions, but the number of actual agreements is a dozen.

While for the trade unions engaging in social dialogue is a value in itself, the employers may prefer to cooperate with the unions mainly when the two sides can find a joint position *vis-à-vis* governments. However, they are not inclined to formulate such a joint position in a way which would lead to new social and labour legislation in the Union.

The political commitment of the member countries, together with the available financing, is decisive for social dialogue in the European Union. No new initiatives can reasonably be expected before the 2019 elections for the European Parliament and the appointment of the next Commission after them.

From the perspective of the tripartite foundation of the ILO, the social dialogue of the EU has mainly advanced successfully without necessarily raising the question of freedom of association and collective bargaining. In the policies and practices of the original EU members the issue was more or less settled. For the EU, the tripartism of the ILO did not provide any value added; it was rather an acquired fact. The provisions of the European Social Charter and the ILS of the ILO basically coincide.

With these principles, including social dialogue, being part of the foundation of European integration, expectations have spread out to associated and candidate countries. On the corporate side, social dialogue belongs to “European values”. It sets further benchmarks of corporate behaviour both in Europe and globally. It confronts both host country governments and business partners with the requirement that something amounting to social dialogue will take place.

With EU enlargement, the universality of the principle has become more expanded but at the same time less assured. Economic crises have also had their consequences – maybe not on the general principles, but on their actual application. This concerns above all collective bargaining. At the same time, new member countries and partners lack the tradition of freedom of association and collective bargaining and, indeed, the primacy of social dialogue as a method to deal with socio-economic issues.

3.4. Other findings from ITCILO programmes

223. There is no standards presentation of the ILO or its strategic objectives for the purpose of comprehensive courses, such as Academies, or other flagship activities. On different policy objectives, officials from the ILO departments are regularly invited to make presentations. They can be on the ILS system or on the labour standards specific to the topic of the course, or they can be on relevant aspects of employment and social policy. The broad definition of social dialogue in the 2008 Social Justice Declaration covers many aspects of labour relations. Presentations might be either on institutional aspects, on principles and practice of negotiations, or on social dialogue for specific trans-border purposes. All these are covered by different headquarters units, and not all of them are covered by SPGT in the Training Department in Turin.

224. In trying to find out how regularly, and in which way, social dialogue and tripartism feature in flagship training activities, the evaluator looked at the programmes of Academies on different themes held in Turin in the period 2013-2017.

225. In the **Gender Academy**, which is held every two years, there was no dedicated session on social dialogue in 2013, but there was a session on the EU and gender equity. In 2015, there was no social dialogue session. In 2017, there was a session on the EU experience on employers' and workers' cooperation and a session on promoting gender equality through social dialogue.

226. In the Academy on **Labour Inspection**, which was organized in November - December 2017, there was one session on social dialogue, compliance and effective labour inspection. In addition, there were sessions on labour inspection and fundamental principles and rights at work. The Academy on **Social Security** in 2016 contained a session on advocating social security through social dialogue. There was a separate track on social dialogue for devising and implementing social protection programmes.

227. In an Academy on **Labour Migration** in December 2016 there was a session on social dialogue for the purpose of governance of labour migration. An Academy on **Rural Development towards Decent Work** in October 2015 had a session on good practices of social dialogue in rural development. The Academy on **Sustainable Enterprise Development** in 2013 focused on youth employment, but it did not have a dedicated social dialogue session.

228. As has been noted in Box 7 above, during the regular **Employers' Young Professional** Academy launched in 2013 one of the 2½ days of training is on "engaging as social partner". It looks at industrial relations trends, negotiation skills and social dialogue. This includes a joint session with trade union representatives on the European social dimension.

229. The workers' Academy on **Global Supply Chains** in 2017 covered international framework agreements and global regulatory frameworks. It included a session to prepare for a forthcoming meeting of experts on cross-border social dialogue. A workers' interregional Academy on **International Labour Standards and Freedom of Association and Collective Bargaining** in 2016 had two sessions on "negotiating innovative agreements", although no direct reference to social dialogue was made.

230. The global workers' Academy on **Transition from Informal to Formal Economy** in 2016 had sessions on freedom of association, social dialogue and workers' organizations as well as on the experiences of social dialogue and collective bargaining for workers in the informal economy.

231. It would seem that training related either directly or indirectly to social dialogue and tripartism is present in many different ways in the Academy format. When training reaches out to several strategic objectives, it is inevitable that institutional and substantive aspects of social dialogue would be included. The three main aspects are freedom of association and collective bargaining practices, institutional aspects of social dialogue and the emerging forms of trans-border social dialogue.

Box 8: Social dialogue and multinational enterprise activities

The ILO and the Organization for Economic Cooperation and Development (OECD) have for four decades dealt with multinational enterprises issues with the help of instruments that provide guidance on social, employment and labour issues. The OECD Guidelines on Multinational Enterprises, originally from 1976, and the ILO Tripartite Declaration on Multinational Enterprises, originally from 1977, have been periodically reviewed. Their follow-up at both the national level and in the international organizations themselves have been further developed.

Recently, both processes have become increasingly characterized as being an example of social dialogue at different levels. Recently, social dialogue has specifically been used to characterize the implementation of the OECD

Guidelines on Multinational Enterprises – through the national contact points designed for that purpose. At an OECD Global Forum on Responsible Business Conduct, on 20-21 June 2018, four case studies on cooperation between enterprises and trade unions in Chile, Germany, Switzerland and the United Kingdom were examined.

The MNE Declaration of the ILO is regularly discussed by the Governing Body. In 2017, its follow-up measures were revised to envisage dialogue between the enterprises and trade unions representing its employees as well as voluntary procedures for examining disputes. Requests for interpretation of the Declaration in a specific case would have to come through employers' or workers' organizations, and they are not intended to duplicate any standards supervisory procedures. The role that the Office should play in cross-border social dialogue is a facilitating one.

The follow-up measures are to include reports for regional tripartite meetings. National tripartite focal points are to assist dialogue between the concerned parties, including different relevant public authorities. Dialogue between home and host country representatives can examine good practices, labour administration and inspection and national level social dialogue. The Office can facilitate dialogue between the enterprises and trade unions concerned.

It is possible to carry out activities through technical cooperation programmes, including Decent Work Country Programmes. These are "tripartite plus" activities, with the plus consisting of multinational enterprises themselves, chambers of commerce, different institutions and organizations that engage in trans-border activities.

A recent example is a project looking at incentives and labour practices in the electronics sector in Viet Nam, which involved Japanese enterprises. A study was carried out, followed by high-level tripartite discussion and a campaign to strengthen labour inspection in the sector. Private and public entities representing the tripartite constituents from Viet Nam, Japan and Korea as well as European business participated. The result was an action plan for all participants.

After an activity in Pakistan, a further activity is planned for Côte d'Ivoire. Tripartite discussions have also taken place in Senegal. The national contact point in Portugal is planning to extend activities in Lusophone countries. In the Southern African Development Community there is also interest in activities on the basis of the Tripartite MNE Declaration. In addition, the trade agreement of the European Union with Central American countries refers to corporate social responsibility, which should provide an entry point for socially responsible business.

There has been an annual course in Turin on the MNE Declaration, which links to several issues: fundamental principles and rights at work; regional follow-up plans; the informal economy, and occupational safety and health. There have been specific MNE Declaration programmes (for instance ACTRAV but not ACT/EMP) as well as MNE modules (sessions) in other programmes.

Social Dialogue Academies have had sessions on the MNE Declaration. ACTRAV and ACT/EMP both have activities designed to build up the workers' and employers' capacities do deal with different social dialogue processes arising out of arrangements and issues of international business. However, until recently MULTI did not have a designated "home" in the ITCILO.

In addition to the use and potential of the MNE Declaration, such training activities also deal with International Framework Agreements and global supply chains. Social dialogue has become the common denominator of all these activities. Training is organized by ACT/EMP or ACTRAV on them, generally only for either employer or worker participants, but on occasions there have been sessions to which representatives of the "other" group have been invited.

This is an expanding area where it is prudent to adopt a "watch-this-screen" attitude. This is not because the issue would be new. The MNE Declaration has entered its fifth decade. But it is essentially driven by the dynamics of globalization, and the notion of social dialogue is attached to it to indicate that the solution of any problem would have to lie in participatory methods. Four decades ago the ILO came to the conclusion that the topic of multinational enterprises did not lend itself to an International Labour Convention. The current emphasis on social dialogue also demonstrates the extent to which social dialogue is a flexible method – and how problematic it can be to assess the validity of an activity just on the basis of whether it is called "social dialogue" or something else.

4. Findings, lessons learned and conclusions

4.1. Relevance of activities

232. When a remarkably high number of respondents consider that social dialogue and tripartism are “fundamental” or “important” for the topic of a given training exercise, at least for these courses the objective has been largely achieved. What is more, this is the case even when social dialogue and tripartism have not specifically figured in the title, description or the programme of the activities concerned. Among the social partners, an inherent understanding of social dialogue and tripartism is further strengthened by the answers to the two other questions: how clearly were the concepts explained and whether the participants’ understanding of social dialogue and tripartism had improved as a result of the course they had attended. For the employers’ and workers’ participants, the simple fact of participating in ITCILO training courses is already an expression of the principle of tripartism – something that other participants might not immediately identify with.

233. Apparently, then the activities have contributed to the ITCILO Strategic Plan and to the achievement of high-level indicators related to Decent Work by strengthening its social dialogue pillar. Judging by the answers received to the evaluation questionnaire, the activities had met with the expectations and needs of the tripartite constituents, both women and men.

234. Social dialogue and tripartism are referred to in so many contexts that they have become a “moving target”. Yet, even if they have many substantive and institutional facets, the objective appears to have been captured by the ITCILO in a way which has increased the personal competencies and job performance of the participants of training courses.

4.2. Validity of the activity design

235. As there is no specific social dialogue outcome which would encompass all its different dimensions, measuring results is difficult. The evaluator cannot escape the conclusion that, while most of the building blocks of social dialogue are present in all training programmes, their link to the strategic objective is not unequivocally identified. The strategic role of social dialogue and tripartism in the Decent Work approach is not matched by an operative perception of them. However, whatever concerns this may give rise to are apparently compensated by the fact that the training itself clearly contributes to the understanding of social dialogue and the capacity to make use of it.

236. Social dialogue and tripartism come up in training programmes in a multitude of ways. They start with tripartite participation, which by itself leads into examining any topic from the different perspectives of the constituents. Another is the use of experts from the social partners as teaching or resource personnel. Different courses have a dedicated session on social dialogue and tripartism, tailored to the topic of the activity. In addition to collective bargaining and conflict resolution through social dialogue and tripartism, there are activities which specifically aim at institution building. Also, there is an emerging and growing area of cross-border social dialogue.

237. In the sample of ACT/EMP and ACTRAV courses the focus was on capacity building and practical knowledge that both employers’ and workers’ representatives need for mutual consultation and negotiation as well as for dealing with government entities. Especially ACT/EMP underlines that not all of its activities should be categorized as promoting social dialogue.

4.3. Effectiveness

238. Judging by all responses, the training provided by ITCILO has largely contributed to the objectives of social dialogue and tripartism. Concrete examples by participants of personal and professional achievement are clear enough. Some programmes are remarkably robust on certain key elements of social dialogue and tripartism, such as wage negotiations, bargaining techniques and understanding macro-economics for cohesive economic and social policy.

239. Partly due to the nature of the process, there cannot be any "one-size-fits-all" approach. This has been recognized over the decades, and it has on occasions caused frustration when basic attempts have been made to prescribe methods beyond procedures, principles and institutional approaches. A training exercise on social dialogue and tripartism will not yet provide the participant with a blueprint for national or local action.

240. The participants have been practitioners, and it is fair to conclude that the programmes have reached out to the intended and relevant target group. There is a strong emphasis on practical instead of theoretical knowledge. The share of elected workers' representatives, executives of employers' organizations and senior labour administration officials is high. They have actively responded to the questionnaire for this evaluation.

4.4. Efficiency of the use of resources

241. Given that participants have responded positively to a question – the extent to which social dialogue and tripartism have been promoted – which actually figures only scarcely in the description of the activities, resources apparently have been used in an efficient manner and the results justify the costs. Proposals that participants have made for improvements are generally not of a nature to decrease costs; they rather would call for more resources to be used for the purpose of demonstrating the way in which processes can function successfully. Yet they are not high-cost items. The fact that participants themselves are frequently asked to do preparatory work and present concrete cases is both appropriate for the purpose of the training, and it also limits costs. The sometimes extensive on-line preparatory phases before face-to-face training is also resource effective.

242. Arranging more field visits and extending studying time would have resource implications. They are two of the suggestions for improvement of the activities. Visits to close-by locations can contain costs, as can cooperation with institutions and enterprises in general, although such occasions should not become showcases for a sponsor.

243. Recruitment of participants via ACT/EMP and ACTRAV should guarantee tripartism in the programme participation and also the quality of the participants. The aim should be to expand the circle of practitioners globally and not to cater to "usual suspects." However, a degree of prior knowledge on both the topic and the training itself is necessary for resources to be used effectively.

4.5. Effectiveness of management arrangements

244. The general impression is one of satisfaction with the management arrangements. This includes notably courses with prior introductory phases as well as the follow-up built in the Master's course on industrial relations. However, there is a slight question of the extent to which the training activities will, or can, be actively followed up.

245. The effectiveness of management arrangements is impacted by the fact that many units in headquarters in Geneva – the figures repeated varied between 9 and 11 – deal with issues of social dialogue, and none of them is specifically in charge. When an activity is labelled as social dialogue or tripartism, preparation and execution is needed with several units. There is no "one shop" from where to get a comprehensive input.

246. This may not be a problem for activities which are clearly recognized to cover the main aspects of social dialogue and tripartism. Neither is it necessarily a problem for employers' and workers' activities. But it can provide practical difficulties when deciding on whether, how, and by whom, the principle of social dialogue and tripartism is presented at a given course.

4.6. Impact

247. When an overwhelming majority of participants in ACT/EMP and ACTRAV programmes state that they have a better understanding of social dialogue, when it is seen as "fundamental" and when there is general satisfaction *even though the courses have not specifically referred to it or had dedicated sessions on it*, the impact of the principle has certainly been significant. It has given specific tools and competence for the participants from within the traditional labour relations sphere. For others, it has at least raised awareness of the principle.

248. The conviction that the training has led into an improvement of the participants' competences and job performance is very high. The reported examples testify that there have been both institutional improvement and personal achievements.

4.7. Sustainability

249. It is easier to measure sustainability in terms of the development of national institutions or international institutional cooperation. These point out to several success stories. The initiative for cooperation in Francophone Africa is an example of how national social dialogue activities can be promoted and sustained. Although the responses from participants of social dialogue activities (Group 1) did not show a particularly high level of follow-up by either the participants or by the ITCILO, when such follow-up had taken place the participants were satisfied with it.

4.8. ILO senior management views

250. An issue that came up regularly in discussions with senior managers and experts of the ILO is that social dialogue and tripartism is not linked with any one structure in the Office, and it does not have a specific Programme and Budget outcome. It suffers from the fate of any cross-cutting item: it is a priority for everyone but not *the* priority for anyone. The problem with cross-cutting themes in practice is that they often are given medium to low priority, which is reflected in the allocation of budgetary and personnel resources. While earlier there was an outcome for social dialogue, this is no longer the case.

251. Social dialogue and tripartism are institutionally heavily concentrated in Europe and Francophone Africa. In both cases, this is due to historical developments, such as European integration. In Francophone Africa, existing tripartite institutions were confronted with new challenges after the remarkable growth of trade union pluralism since the early 1990s.

252. There is a degree of unease with the fact that the organizational responsibilities for social dialogue activities are not settled. An important factor is the pattern of cooperation between different entities of the Office. “Social dialogue” may refer to the composition of meetings or participation in activities; to institutional questions; to processes of negotiation and workplace relations; or to cross-border activities. There appears to be a general acceptance that the organizational responsibilities for social dialogue activities should be further reviewed.

253. Within the ILO agenda, social dialogue and tripartism are particularly challenging for cooperation with other international organizations in the United Nations family as well as with governmental and non-governmental bodies that do not regularly deal with labour issues. While employment, social protection and rule of law issues have equivalents, or at least points of contact, in non-ILO activities there is little in terms of shared values on social dialogue or tripartism. If the social partners are brought in to participate in activities beyond the familiar ILO sphere, the value added they can and do bring – and receive – has to be carefully weighed. Strengthening the capacity of employers’ and workers’ organizations to deal with – and make use of – the UN Sustainable Development Goals is particularly important.

254. Answers to the question of the either real or perceived differences between social dialogue and tripartite cooperation were often inconclusive. The difference is recognized but it is not easily definable. Tripartism tends to be seen as a strategic value and the overall operating framework whereas social dialogue implies more of a mechanism towards a general aim. The mechanism is easier to envisage when the degree of integration is high.

255. However, it is generally felt that social dialogue is not just a modern-day expression for tripartite cooperation, but that it signifies a more advanced and institutionalized phase. Tripartism is a commitment to decision-making in a policy area with a role not only for governments and public institutions but employers and workers. It also goes significantly beyond the specific industrial relations area. Social dialogue is more about setting up and running mechanisms through which both bipartite and tripartite decisions on employment and labour issues can be made.

256. Answers to the question of the differences – real or perceived – between social dialogue and tripartite cooperation went in the same direction among ILO management and ITCILO programme managers. Tripartism is seen as a strategic value whereas social dialogue is more of a mechanism for reaching an aim. This mechanism is easier to conceive when the degree of integration is high.

Box 9: Quotes from senior ILO officials on social dialogue and tripartism and the current training needs

- "If something is a priority for everyone, it is a priority for no-one."
- "Social dialogue and tripartism seem to be so obvious in the ILO that we think that we do not have to teach them. Then we realize that, both internally and externally, we do not get it."
- "If training courses are simply gatherings of people and exchange of information, there is no real authority providing guidance and real stimulation of participants."
- "Social dialogue should be broken down into its components. Only then we know what we talk about and find the elements that are relevant for other programmes."
- "Instead of training social partners on social dialogue, we should use them as resource persons to train others to understand social dialogue."
- "You cannot really promote something that is not a priority in the Programme and Budget and the internal allocation of resources."
- "We risk diluting the ILO message if our constituents are not called constituents any more but stakeholders instead."
- "Strengthening employers' and workers' organizations and improving their capacity is not enough if the third party is not there or it lacks both interest and capacity."
- "The recruitment of participants for training on social dialogue should go beyond labour authorities and the labour market partners. Invitations circulate too much among the usual suspects, and activities remain in small circles."
- "Sometimes it seems that the constituents do not really want to let the ILO do in practice the things on which they have agreed upon in the Governing Body."
- "In the context of the United Nations reform, social dialogue should be explained in terms of good governance, because it includes such components as participation, consultation, the rule of law and ownership and sustainability of change."
- "The frequent requests for hard data should be met by the Office. We need more data and more expertise. The level of expertise in the regions on social dialogue and tripartism has not improved significantly over time, and in some cases it is weaker than earlier."
- "Should we train trainers or social dialogue practitioners?"
- "When selecting participants, their practical experience and probable use of the knowledge should be stressed more. Someone who has not been engaged in negotiations would not have a feeling for negotiating."

4.9. Lessons learned

257. The fact remains that operative understanding of what social dialogue and tripartism mean is vague. This is not surprising, as the first century of the ILO has not produced prescriptions on how tripartism should work. On the contrary, there is an established consensus that “no one size fits all”. The framework is the practice of involving employers and trade unions in discussions on economic and social issues, and doing this with respect to the rules of freedom of association. If freedom of association is not guaranteed, the voice of the social partners cannot be recognized as valid.

258. Beyond this general, almost doctrinal, principle there is a significant demand for understanding the techniques of social dialogue, tripartite cooperation and particularly negotiation practices. “Show me how it really works” is a request which characterizes the expectations of participants in social dialogue training.

259. The questions of doctrine do not need to be settled before these expectations are addressed. After all, the contents of collective agreements or settlements of labour disputes are often arrived at in a way which leaves reasonable space for interpretation by all partners. This is generally due to the asymmetry between the tripartite groups, as explained in the section II.2. above. The ITCILO is in a unique position to offer training on a full range of techniques on how to carry out dialogue, consultations and negotiations. As this cannot be prescriptive, there are few models of application beyond what “good practices” can inspire. This pragmatic, and possibly even anarchic, situation is an exact opposition of the logic of universally applicable international labour standards.

260. Consequently, it may be helpful to explore further what might be called the dialectics of Decent Work. On one hand, the vocation of the ILO is to establish and enforce a common acceptable minimum level of rights and conditions of work, as expressed in International Labour Standards and other guidance by the Conference and the Governing Body. On the other hand, the enforcement will have to be done in an infinite variety of national and local circumstances.

261. Starting with the first International Labour Conventions in 1919, one way to bridge this situation has been by including in the standards provisions for their application through tripartite participation and also collective bargaining.

262. A difference has to be made between social dialogue and tripartism on the national level and trans-border social dialogue. The actors may be the same but their organizational, legal and contractual arrangements differ. ILS apply at the national level but usually not by themselves at the trans-border level. There are few enforceable legal constraints beyond economic, social and moral considerations of what is appropriate behaviour. Consequently, the modalities have to be negotiated each time they are agreed to be of relevance.

263. There is a market for both open and tailor-made training programmes which lends itself to exploitation by the ITCILO. No one else will do it anyway, or they will do it with higher costs and less guarantees for respecting the universal dimension provided by ILO standards and agreed policy guidelines. Courses are provided on MNE activities, cross-border social dialogue, international framework agreements, and supply chains. Some of this is arranged separately for employers and workers even though, at times, resource persons from the other social partners are engaged.

264. European social dialogue has also raised the bar high. Successful social dialogue is part of a regional integration process. Where the political conditions for such far-reaching integration do not exist, the approach relies on a consensus for institution building, as in Francophone Africa. In other parts of the world, the tradition of consultation and cooperation with the social partners may rather be a result of post-colonial nation building programmes. The extent to which it is institutionalized, with guarantees for the independence of the social partners, varies considerably.

265. As to cross-border tripartism – or bipartism, as the case may be – it is far from being a new issue for the ILO. The second International Labour Conference in 1920 was devoted to regulating maritime work. Other industries have moved beyond the national framework but, apart from fishers, they have not led to the same level of regulation. Most of the sectoral Conventions are on health and safety, which are to be enforced through national law and practice.

4.10. Conclusions

266. The Strategic Plan of the ITCILO for 2018-21 concludes that the Centre will "promote tripartism, social dialogue and ILS as fundamental values that underpin the Decent Work agenda and, by extension, the organization's portfolio of capacity-building services". The evaluation carried out in 2017 for the Board of the Turin Centre on International Labour Standards was an input in this process. The current evaluation should help by placing the concepts of social dialogue and tripartism in a comparable operative context.

267. The objectives of social dialogue and tripartism are so deeply embedded that almost any learning experience through the ITCILO serves to promote them. This takes place through the themes, the composition of participants, and through the selection of experts for different activities. Invariably the result is an increased degree of understanding of the role and importance of social dialogue. At the Conference, the 2018 recurrent item discussion showed divergences primarily on the locus of social dialogue and the explicit recognition of the role of collective bargaining.

268. However, the divergent views which were present at the Conference – including the sensitive question of representativity – did not come up in the context of this evaluation. No doubt they would have been more prominent if the evaluation had moved from a general level to how the different training programmes deal respectively with collective bargaining and workplace cooperation.

269. While tripartite cooperation is the original ILO *modus operandi*, to all practical purposes the concept has been superseded by social dialogue. The question of whether this is good or not cannot be answered by this evaluation. However, it is important to give notice that the concepts lend themselves to a variety of interpretations. One could say that social dialogue goes deep into the institutional and procedural issues covered by Decent Work. Yet, tripartite cooperation is defined in Article 1 (d) of the Philadelphia Declaration in a way which does not recognize any limits to its reach.

270. Because of the link between social justice and peace, established in the 1919 Versailles Peace Treaty, from the time of its first Director, Albert Thomas, the ILO has striven to have its contribution to international economic and social politics recognized. This was underlined by the way the argument for the role of the ILO in reconstruction was made in the 1940s. The way in which Decent Work links with SDGs further underlines this, as does, indeed, the participation of the ILO in summit meetings of the G20 group of leading economic powers of the world.

271. One could question whether the understanding of social dialogue actually suffers from it being a cross-cutting theme without clearly specified outcomes. Other cross-cutting themes, such as ILS or gender, are more concrete and identifiable. Social dialogue and tripartism do not have a designated home base in the Organization and the Office.

272. They can refer to either a topic, a process, or just the composition of a group. They refer to different forms of consultation and negotiation. They are supposedly omnipresent, but they are also used in different political contexts inside and outside the ILO. The threshold of characterizing something as social dialogue is relatively low, and there is some attraction in doing so.

273. Significant regional differences also affect the way in which the use of the concept is understood. Despite the fact that 80% of ILO member countries have some kind of bodies with tripartite participation, by far not all of them carry out anything resembling the social dialogue in highly integrated regions. The European Union is an exception, not the rule.

274. There also is an absence of a well defined “third constituent”, of the kind that for instance ILS have in the judiciary, labour protection with different labour market institutions or, indeed, with social security institutions. In fact, some of the institutions coming under social dialogue also belong to social protection. For instance, the 2008 Social Justice Declaration refers under social dialogue specifically to labour inspection.

275. Industrial relations networks are not homogeneous. Besides the employers’ and workers’ organizations, they include state or semi-state institutions, academic, individual networks of practitioners, and mediators and their associations. Some of these bodies – such as labour inspection or mediation – need to enjoy a high degree of independence from governmental decision-making. The same is not the case when the focus is on tripartite negotiations for wages, conditions of work and employment and social policy.

276. Training activities of the Turin Centre seem to achieve the objective of social dialogue and tripartism almost without any additional effort. This is due to the flexibility of the concepts themselves. In the final analysis, they can cover anything on which action involving the social partners takes place. Attempts since the 1941 Conference of the ILO in New York have shown that it is not possible to derive universal operative prescriptions for the way in which tripartite cooperation is to be carried out.

277. In dogmatic terms, the answer to how tripartite cooperation has been dealt with in the ITCILO training activities would probably slightly differ from the answer given to how social dialogue has been treated. The tripartite cooperation framework was established in 1919. In order for it to function properly, it needs what has been earlier in this evaluation called the freedom of association continuum.

278. It is probably too early to assume that labour-management relations have reached a stage of maturity where collective bargaining can be seen as the accepted *modus operandi*. In one part of the world, there is still much work to be done before free association can guarantee that genuine consultation and negotiation take place. In other parts of the world, the representativity of existing organizations is questioned, and they are asked to better demonstrate their credentials.

279. Recognizing that tripartite cooperation presumes freedom of association, education strategies and training activities need to be tailored so that they can be of assistance, and be made use of, at all stages of the freedom of association continuum.

280. The two subjects of evaluations for the ITCILO Board in 2017 and 2018 are two sides of the same coin. The functioning of labour markets and industrial relations are based on the interdependence between International Labour Standards and social dialogue and tripartism. The dynamics of social justice depend on both the normative clarity of principles and rights and the flexibility through which social dialogue and tripartite consultation translates them into reality.

IV. ANNEXES

Annex I: Terms of Reference

Annex II: List of persons interviewed

Annex I

INTERNATIONAL TRAINING CENTRE OF THE ILO, TURIN

Evaluation of training and learning activities on the thematic area of *"Social Dialogue and Tripartism"*

Terms of Reference

Introduction and Rationale of the Evaluation

The International Labour Organization (ILO) is the Specialized Agency of the United Nations, which promotes social justice and human rights in the world of work. Industrial relations, social dialogue and tripartism are at the core of ILO member States' economic and social organization.

Social dialogue is defined by the ILO to include all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy. It can exist as a tripartite process, with the government as an official party to the dialogue or it may consist of bipartite relations only between labour and management (or trade unions and employers' organizations), with or without indirect government involvement. The main aim of social dialogue and tripartism is to promote consensus building and democratic involvement of the main stakeholders in the world of work. Through bipartite and tripartite social dialogue employers' and workers' organizations can regulate terms and conditions of employment and contribute to policy-making. Social dialogue and tripartism is one of the four strategic pillars of the Decent Work Agenda and will continue to be one of the necessary cross-cutting policy issues during the period of the Strategic Plan 2018-21 of the ILO[1].

The International Training Centre of the International Labour Organization (hereinafter the Centre) is the training arm of the ILO. The Centre strives to be a global leader for the sustainable provision of high quality capacity-building services for Governments, Workers and Employers with the aim to advance social justice and the Decent Work Agenda. The Centre promotes tripartism, social dialogue and International Labour Standards (ILS) as fundamental values that underpin the Decent Work Agenda and, by extension, the Centre's portfolio of capacity-building services[2].

Social dialogue, tripartism and ILS has been identified a cross-cutting policy driver of the Centre's Strategic Plan for 2018-21.[3] A Centre-wide Action Plan to promote ILS, Social Dialogue and Tripartism is under development. The Action Plan takes into account the findings of the 2017 independent evaluation of the Centre's activities to promote ILS;[4] the Plan is also to reflect the findings of the evaluation of the Centre's activities to promote social dialogue and tripartism scheduled for the first half of 2018 and described in the Terms of Reference overleaf.

---

1 The ILO's Strategic Plan for 2018-21, ILO, October 2016

2 Strategic Plan of the ITCILO for 2018-21: Capacity development of the World of Work, ITCILO, October 2017

3 Programme & Budget Proposal for 2018-19: Capacity development of the World of Work, ITCILO, October 2017

4 For a copy of the evaluation report refer to http://www.itcilo.org/en/the-centre/board-documents/board-2017/item-3-independent-evaluation-of-training-and-learning-activities-on-the-thematic-area-of-201cinternational-labour-standards201d

Background and Objective of the Evaluation

Training and learning activities on social dialogue and tripartism

The ITCILO assists countries in their social and economic development through learning and training. The Centre runs more than 400 courses and other training activities for over 11,000 participants from more than 180 countries each year.

One of areas of expertise of the Centre's training activities is social dialogue and tripartism, which equips labour administrations, workers' organizations and employers' organizations with the capacity to participate fully in social dialogue. In recent years, the Centre has sought to promote respect for rights at work, tripartism and social dialogue through three mechanisms[5]:

- dedicated training courses on social dialogue and tripartism, including activities primarily carried out by three technical programmes of the Centre: Social Protection, Governance and Tripartism (SPGT), Employers' Activities (ACT/EMP) and Workers' Activities (ACTRAV), with the latter two contributing to prospering the preconditions for sound social dialogue, namely by enhancing strong, independent workers' and employers' organizations with the technical capacity and access to relevant information to participate in social dialogue;
- dedicated training sessions on social dialogue and tripartism in training courses linked to other aspects of the Decent Work Agenda, usually delivered through social-dialogue specialists at the Centre;
- reference to the principles of social Dialogue and tripartism in the curriculum.

Monitoring of outreach to tripartite constituents

The Centre monitors outreach of its training activities to ILO tripartite constituents through high-level indicators[6] of organizational performance in its Results-Based Management Framework, including:

- Indicator 1.1: Percentage of ILO tripartite constituents out of the total number of participants reached through face-to-face (including blended) training and learning activities.
- Indicator 1.2: Number of participants reached through face-to-face (including blended) training and learning activities disaggregated by ILO constituents, development partners, gender and participant/days.
- Indicator 1.3: Number of participants reached through distance-learning modalities (excluding blended activities) disaggregated by ILO constituents, development partners, gender and participant/days.

Self-classification of tripartism category in activity planning

During the planning phase of the training activities, the Centre through its Management of Activities and Participants system (MAP) enables the managers to self-evaluate and classify the activities into 3 tripartism categories: tripartite, bipartite or none.

Objectives of the Evaluation

The objectives of the evaluation are to assess the impact of Centre's training and learning activities for promoting social dialogue and tripartism, to identify relevant contributors and barriers, and to facilitate organizational learning so as to better integrate social dialogue and tripartism in the planning and delivery of the Centre's training offers.

---

5 Programme & Budget Proposal for 2018-19: Capacity development of the World of Work, ITCILO, October 2017.

6 Strategic Plan and Programme and Budget Proposals for 2016-17, ITCILO, October 2015.

The main users of the evaluation will be:

- the Board of the Centre
- the Management Team of the Centre
- the Training Department
- the Technical Programmes

Purpose and Scope of the Evaluation

The purpose of the evaluation is two-fold. On one hand, it will assess the impact of the Centre's training and learning activities under the topic of social dialogue and tripartism. On the other hand, it will examine how well the principles of social dialogue and tripartism have been integrated in the Centre's overall training offers vis-à-vis the classification and target audience of the activities.

Under the purpose of the evaluation, two groups of activities will be sampled from the Centre's training and learning activities:

- The first sample consists of activities in the thematic area of social dialogue and tripartism, which will be selected primarily from the technical programmes SPGT, ACT/EMP and ACTRAV. The selection will be done through purposive sampling, to include flagship activities of the Centre.
- The second sample will be made of face-to-face (including blended) on-campus activities which are not directly linked to the topic of social dialogue and tripartism, organized by different technical programmes of the Centre. This will be done through cluster sampling according to the classification of the activity on tripartism category. It is also recommended to include at least one academy, in addition to the standard on-campus courses.

Focus will be laid on activities conducted between January –December 2016, thus allowing for a gap of 12 months between treatment and evaluation. For the first sample group, however, in order to assess the flagship activities of the Centre, the timeframe may be expanded, which is to be agreed with the Evaluator.

Evaluation Criteria and Key Questions

The key evaluation criteria are relevance, validity of design, progress and effectiveness, efficiency of resource usage, effectiveness of management arrangement, impact and sustainability.

General questions that apply to both sample groups, as well as specific questions for each sample group, are presented in the table below. The questions are not exhaustive. Additional questions may arise and thus be addressed, during the inception and implementation phase of the evaluation.

Table 1: Key evaluation criteria and questions

General Questions	Questions for Sample Group 1	Questions for Sample Group 2
1. Relevance		
- How did the activities contribute (or not) to the implementation of the ITCILO Strategic Plan, and to the achievement of the high-level indicators? - How did the activities contribute (or not) to the social dialogue and tripartism pillar of the Decent Work Agenda? - Did the training assess and responded to the need of the tripartite constituents and that of both men and women?	- How did the Centre assess the training need of tripartite constituents on the topic of social dialogue and tripartism? - Did the training meet the expectation of the participants and, if applicable, the sending organizations? - How did the training consider and address (or not) the context, in which the participants and organizations are to apply the principles of social dialogue and tripartism?	- How were the training activities, which were classified under different tripartism categories, consider and attend to the needs of the constituents, respectively?
2. Validity of the design		
- Was the design of the training activity valid and coherent for its expected contribution (eg. in the thematic discourse, to the pre-conditions, for increased awareness, etc.) to promoting social dialogue and tripartism? - Did the activity (including its manager and resource persons) consider and integrate social dialogue and tripartism in the design, planning and implementation of the training?	- What factors did the training design seek to influence, and in which way? Are the factors valid and in coherence with the objectives that the training hopes to achieve? - How were the curriculum and learning method designed (or not) to achieve knowledge increase, skill acquisition and attitude change of the participants?	- Did the training relate its thematic area to the principles, practices and preconditions of social dialogue and tripartism? If so, how; if not, why not? - Which is the criteria used at the Centre to classify activities under different tripartism categories? Is it logical and coherent to the policy of the ILO/ITCILO? Has it been applied consistently amongst the different units?
3. Progress and Effectiveness		
- To what extent has the training achieved its objectives? - To what extent and in which ways has the training contributed to the promotion of social dialogue and tripartism, including the preconditions for sound social dialogue? - How were progress and outcome of the training monitored? - What can we learn from the past experience to make better decision and improve the effectiveness of our training?	- To what extent has the training increased the knowledge of the participants on the topic? - To what extent has the training equipped the participants the skills and methods to apply their learning at work(place)? - How confident were the participants in using these skills and methods because of the training? - How did the training change (or not) the participants' attitude toward social dialogue and tripartism? Do the participants intend to apply what they have learned in the training in their work? - Upon accomplishment of the training, did the participants and/or organizations make any action plans for using their learning? Did they envisage any immediate outcome?	- How did activities under different tripartism categories perform in the outreach to tripartite constituents? - If applicable, how were the tripartite/ bipartite dynamics in the training, in terms of interaction among participants from tripartite constituents, and connections enabled? Did the participants enjoy this experience? (Please note that this question may be applicable only to activities involving bipartite/ tripartite constituents.)
4. Efficiency of resource usage		
- Have the resources invested in delivering the activity been used in the most efficient manner? How		

General Questions	Questions for Sample Group 1	Questions for Sample Group 2
economically were resources and inputs (funds, expertise, time, fellowships etc.) converted to results in outreach and performance? Did the results justify the costs? - What time and cost efficiency measures could have been introduced without impeding the achievement of results?		
5. Effectiveness of management arrangements		
- Were the roles and responsibilities of Centre officials and programmes for promoting social dialogue and tripartism clearly defined and understood? - What are the management arrangements in place to facilitate the integration and promotion of social dialogue and tripartism in the Centre's training activities? Are they effective?		
6. Impact		
- What tangible changes have been accomplished by the participants and their organizations in the area of social dialogue and tripartism, because of the activity? - To what extent and in which way has the training activity influence the factors and preconditions that lead to change in the understanding and application of the principles of social dialogue and tripartism? - What are the key contributors to and barriers from making an impact in this area, respectively?	- In which way have the participants and their organizations benefited from their learning and experience? - What have been the immediate and emerging outcome of the training? - To what extent has the training contributed to the new and/or improved application of social dialogue and tripartism by the ILO constituents? - Were there any initiatives that wouldn't have had taken place, had the participants and the organizations not participated in the training? - Do the organizations of the participants envisage any long-term impact in consensus building and democratic involvement of the main stakeholders, to which the training has contributed?	- To what extent and in which way has the training contributed to applying the principles of social dialogue and tripartism in the respective area of the training, by the participants and their organizations?
7. Sustainability		
- Have the changes and initiatives that the participants and organizations have made due to the training been – and will they be – able to sustain over time? - What are the enabling factors and obstacles for sustaining long-term impact in the area of social dialogue and tripartism?	- To what extent and in which way have the training and learning activities of the Centre made (or not) long-term impact on the topic of social dialogue and tripartism at the workplace and in policy-making? - Did the training lead to knowledge sharing and emergence of professional network, such as communities of practice (CoP), to support continuous learning and exchange of advice and experience among the participants and organizations?	

Evaluation Methodology

The methods to be used for the evaluation will be designed by the External Evaluator on the basis of the present Terms of Reference (ToR) and documented in an inception report. The Evaluator will apply a mixed-method approach combining both quantitative and qualitative methods to analyze data from multiple sources. For each evaluation question and sub-question, the Evaluator will select the methods that are appropriate for collecting information and for the context in which the data is collected. The Evaluator will employ data triangulation for improving the validity of evaluation findings.

In principle, the evaluation methods will include - but are not limited to - the following:

- Desk review: review of policy and training activity documentation, and analysis of existing administrative and in-house evaluation data
- Survey
- Interviews: with the Centre's staff, as well as with former participants and (at least three) institutional clients[7]
- Focus Groups: at least two focus groups with former participants
- Case Studies: at least three in-depth examinations on the impact of the Centre's training and learning activities in the participants' organizations

Gender Dimension

As requested by the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP), the currently proposed evaluation should address and integrate gender equality and empowerment of women (GEEW) in its scope of analysis and indicators, evaluation criteria, questions and methodology (including data collection and analysis), as well as in its conclusions and recommendations. [8]

Deliverables

The main deliverable of the assignment is an evaluation report, with statistical annexes, three case studies and a briefing of good practices by the participants and organizations (namely ILO constituents), as well as by the Centre Staff in designing and delivering training that promotes social dialogue and tripartism, in the attachment. All the aforementioned outputs will be delivered in English.

Table 2: Deliverables and preliminary deadlines

Deliverables	**Deadline**
Inception report The inception report should describe the conceptual framework planned for undertaking the evaluation, including the evaluation questions, methodology and schedule.	Mid-April 2018
Draft evaluation report The draft evaluation report will be reviewed and commented by the Director of Training of the Centre. The Evaluator will consider and make best efforts in addressing the issues raised in the comments.	Mid-June 2018
Final evaluation report	June 2018

[7] The interviews with Staff will be carried out during the Evaluator's mission to the Centre in May 2018 (dates to be determined).

[8] For United Nations Evaluation Group (UNEG) guidance on UN-SWAP evaluation performance indicator refer to http://www.uneval.org/document/download/2148

The evaluation report will be structured as follows:

Cover page with key intervention and evaluation data

1. Executive Summary
2. Brief background on the evaluation project and its logic
3. Purpose, scope and clients of evaluation
4. Methodology
5. Review of implementation
6. Presentation of findings, based on evaluation criteria and questions
7. Conclusions
8. Recommendations
9. Lessons learned

Annexes: ToR, questionnaires, list of informants, statistical annexes, case studies (at least 3), documentation of good practices (by participants, ILO constituents and the Centre).

Management Arrangement

The Evaluator will report to the Director of Training of the Centre. The Office of the Director of Training will liaise with and provide logistic and administrative support to the Evaluator.

Quality assurance

The Evaluator will be required to ensure the quality of data (validity, reliability, consistency and accuracy) throughout the collecting, analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all observations, conclusions and recommendations are supported by evidence and analysis.

Qualifications of the Evaluator

The Evaluator shall have the following competencies:

- proven track records of conducting thematic and impact evaluation on training and adult learning activities;
- experience in carrying out evaluation with national and international organizations;
- expertise in quantitative and qualitative methods for data collection and analysis;
- knowledge of the ILO's and the Centre's role and mandate, tripartite structure and policies;
- knowledge of the evaluation guidelines and standards of the ILO and of the UN Evaluation Group (UNEG);
- demonstrated experience in the design and implementation of institutional capacity-building interventions in general, and training interventions in particular, which focus on social dialogue and tripartism, is highly desirable;
- demonstrated experience in results-based management is highly desirable;
- proficiency in oral and written English and ability to communicate clearly and concisely;
- no relevant bias related to the ILO or the Centre, or conflict of interest that would interfere with the independence of the evaluation.

Selection of the Evaluator

The Evaluator will be selected through a "call for proposals" in which candidates will be requested to provide a financial and technical proposal on how to undertake the evaluation based on the present Terms of Reference.

The selection committee will adopt the following criteria for the final selection of the Evaluator:

- knowledge, skills and experience of the Evaluator;
- quality of the proposal in terms of pertinence, clarity, feasibility and costs.

Annex II

List of persons interviewed

Mr. Tom Bevers, Belgium
Chairperson, Committee on recurrent discussion on the strategic objective of social dialogue and tripartism, under the follow-up to the ILO Declaration on Social Justice for a Fair Globalization, 2008 – ILC 107th Session (May – June 2018)

Ms. Innocence Ntap Ndiaye, Senegal
Présidente, Haut Conseil du Dialogue social

European Commission

Mr. Jorg Taggert, DG Employment

Mr. Raymond Maes, DG Employment

Employers

Ms. Delphine Rudelli, Union des Industries et des Métiers de la Métallurgie (UIMM), France

Ms. Alessandra Assenza, International Organization of Employers (IOE)

Mr. Guillaume Cravero, BusinessEurope

Workers

Mr. Plamen Dimitrov, Confederation of Independent Trade Unions (KNSB), Bulgaria

Mr. Jeroen Beirnaert, International Trade Union Confederation (ITUC)

Ms. Raquel Gonzalez, International Trade Union Confederation (ITUC)

Ms. Katja Lehto-Komulainen, European Trade Union Confederation (ETUC)

Mr. Peter Scherrer, European Trade Union Confederation (ETUC)

Ms. Juliana Bir, European Trade Union Confederation (ETUC)

ILO

Senior Management

Ms. Deborah Greenfield

Mr. Greg Vines

Mr. Moussa Oumarou

Governance and Tripartism Department (GOVERNANCE)

Mr. Kamran Fannizadeh

Mr. Youcef Ghellab

Ms. Angelika Muller

Ms. Beate Andrees

Ms. Lisa Wong

Mr. Konstantinos Papadakis

International Labour Standards Department (NORMES)

Ms. Corinne Vargha

Ms. Karen Curtis

Mr. Jordi Agusti-Panareda

Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK)

Ms. Susan Hayter

Mr. Christopher Land-Kazlauskas

Multinational Enterprises and Enterprise Engagement Unit (MULTI – ENTERPRISES)

Ms. Githa Roelans

Partnerships and Field Support Department (PARDEV)

Mr. Pawel Gmyrek

Bureau for Employers' Activities (ACT/EMP)

Ms. Magdalena Bober

Mr. Adam Greene

Bureau for Workers' Activities (ACTRAV)

Ms. Maria Helena Andre

Ms. Anna Biondi

Ms. Claire La Hovary

Mr. Enrico Cairola

ITCILO, Turin

Mr. Yanguo Liu	Director
Mr. Giuseppe Casale	Deputy Director
Mr. Andreas Klemmer	Director of Training
Mr. Charles Crevier	Officer in Charge, Social Protection, Governance and Tripartism Programme (SPGT)
Mr. Fernando Fonseca	Senior Programme Officer, SPGT
Mr. Sylvain Baffi	Senior Programme Officer, SPGT
Ms. Miriam Boudraa	Senior Programme Officer, SPGT
Mr. Henry Cunningham	Manager, Workers' Activities Programme (ACTRAV)
Mr. Jorge Illingworth	Manager, Employers' Activities Programme (ACT/EMP)
Ms. Johanne Lortie	Senior Programme Officer, International Labour Standards, Rights at Work and Gender Equality Programme (ILSGEN)
Mr. Sher Verick	Manager, Employment Policy and Analysis Programme (EPAP)
Ms. Rute Mendes	Programme Officer, EPAP
Ms. Linda Deelen	Manager, Enterprise, Microfinance and Local Development Programme (EMLD)
Mr. Ralf Krüger	Manager, Sustainable Development Programme (SDP)
Mr. Guillame Mercier	Senior Programme Officer, SDP
Mr. Alessandro Patrone	Programme Officer, SDP
Mr. Karl Pfeffer	Programme Officer, SDP
Ms. Xiaoling Zhang	Junior Programme Officer, Quality Assurance, Office of the Director of Training