

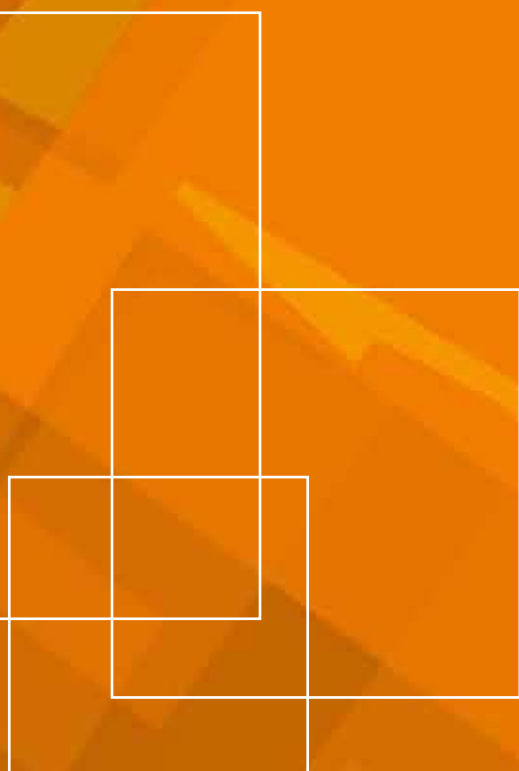


International  
Labour  
Organization

# LAB / ADMIN

## Ministries of Labour: Comparative Overview Database, Organograms, ILO action

Ludek Rychly



**Ministries of Labour: Comparative Overview**

**Database, Organograms, ILO action**

**Ludek Rychly  
International Labour Organization – Geneva**

---

Copyright © International Labour Organization 2013  
Second Published 2013

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to the ILO Publications (Rights and Permissions) International Labour Office, CH-1211 Geneva 22, Switzerland, or by e-mail: [pubdroit@ilo.org](mailto:pubdroit@ilo.org). The International Labour Office welcomes such applications.

The libraries, institutions and other users registered in a reproduction rights organization may make photocopies in accordance with the licences issued to them for this purpose. Information on the organization of reproduction rights in your country are posted on [www.ifro.org](http://www.ifro.org).

---

### *ILO Cataloguing in Publication Data*

Rychly, Ludek

Ministries of labour : comparative overview : history, mandate, challenges world-wide database and organizational charts / Ludek Rychly ; International Labour Office. - Geneva: ILO, 2013

Working paper ; No.27 ; ISSN 2227-7560

International Labour Office

labour administration / labour inspection / technical cooperation / capacity building / role of ILO

04.03.5

---

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

ILO publications can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva, Switzerland. Catalogues or lists of new publications are available free of charge from the above address, or by email: [pubvente@ilo.org](mailto:pubvente@ilo.org).

Visit our website: [www.ilo.org/publns](http://www.ilo.org/publns).

---

Printed in Switzerland

---

## Table of Contents

Foreword .....	1
Introduction .....	2
Part I: Ministry of labour: heart of labour administration .....	3
1. What is labour administration.....	3
2. Historical milestones.....	4
3. Different national models .....	7
Multiplicity of ministries involved in labour administration.....	7
Combination of labour, employment, industrial relations and social protection .....	8
Increasing outsourcing of service delivery to autonomous public agencies or to the private sector.....	8
4. Internal organization .....	11
5. Changing mandates.....	15
6. Employment agenda .....	17
7. Current challenges .....	18
8. Modernization efforts .....	20
9. New focus of labour inspection since the crisis.....	20
10. Ministry of labour as facilitator of social dialogue .....	21
Part II: Recent ILO action to strengthen ministries of labour .....	25
1. Assessment of needs of labour administration and labour inspection .....	26
2. ILO's technical assistance and its impacts in priority areas .....	27
a) Mandate of labour ministry and its place in the labour administration system ...	27
b) Policy making, planning, measurement of performance and evaluation of policies.....	28
c) Restructuring, coordination and fostering partnerships.....	31
d) Collection of data, reporting and introduction of new technologies.....	33
e) Labour administration and the promotion of tripartism.....	35
f) Human resources development.....	36
g) More efficient enforcement methods.....	38
3. Global products, research and publications .....	38
4. Lessons learned from technical cooperation concerning capacity building of ministries of labour .....	39
Annex 1 - Ministries of Labour Data base .....	41
Annex 2 - Selected organizational charts of Ministries of Labour.....	60
ALGÉRIE - Ministère du travail, de l'Emploi et de la Sécurité Sociale.....	61
AUSTRIA - Federal Ministry of Labour, Social Affairs and Consumer Protection.....	62
BELGIQUE - Service Public Fédéral Emploi, Travail et Concertation Sociale .....	63
BULGARIA - Ministry of Labour and Social Policy .....	64
CANADA - Human Resources and Skills Development.....	65

---

DENMARK - Ministry of Employment.....	66
ESTONIA - Ministry of Social Affairs .....	67
ETHIOPIA - Ministry of Labour and Social Affairs .....	68
FINLAND - Ministry of Employment and the Economy .....	69
FRANCE - Direction Générale du Travail.....	70
GERMANY - Federal Ministry of Labour and Social Affairs.....	71
GRENADA - Department of Labour .....	72
ICELAND - Ministry of Welfare .....	73
INDIA - Ministry of Labour.....	74
ISRAEL - Ministry of Industry Trade and Labor.....	75
JAPAN - Ministry of Health, Labour and Welfare .....	76
KINGDOM OF JORDAN - Ministry of Labour.....	77
REPUBLIC OF KOREA - Ministry of Employment and Labour .....	78
LEBANON - Ministry of Social Affairs and Labour.....	79
MALAYSIA - Ministry of Human Resources .....	80
MALTA - Ministry of Education, Employment and the Family.....	81
MAROC - Ministère de l'Emploi et de la Formation Professionnelle.....	82
MONTENEGRO - Ministry of Health, Labour and Social Welfare.....	83
MYANMAR - Ministry of Labour and Department of Labour .....	84
NORWAY - Ministry of Labour.....	85
OMAN - Ministry of Manpower.....	86
PERÚ - Ministerio de Trabajo y Promoción del Empleo.....	87
PHILIPPINES - Department of Labor and Employment.....	88
SAUDI ARABIA - Ministry of Labour .....	89
SEYCHELLES - Ministry of Employment and Human Resources Development .....	90
SLOVAKIA - Office for Labour, Social Affairs and Family .....	91
SLOVAKIA - Ministry of Labour, Social Affairs and Family .....	92
SLOVENIA - Ministry of Labour, Family and Social Affairs.....	93
SOUTH AFRICA - Department of Labour .....	94
SOUTH AFRICA - Provincial Office Functional Structure .....	95
SWAZILAND - Ministry of Labour and Social Security .....	96
TRINIDAD AND TOBAGO - Ministry of Labour and Small and Micro Enterprise Development .....	97
UNITED STATES - Department of Labour .....	98
WYOMING (USA) - Department of Workforce Services.....	99

---

## Foreword

The main purpose of this publication is to provide ILO constituents and other readers with an analysis of current developments and trends in ministries of labour all around the world. A special focus is put on the role of labour administration on promotion of industrial relations as it is a specific feature which makes ministries of labour rather unique among governmental bodies.

Another objective is to give at least elementary information on the assistance the ILO has been recently providing in evaluating and enhancing the institutional capacity of ministries of labour. Indeed, especially during the last four or five years, the number of requests from governments to assist in reshaping and modernizing ministerial structures, improve their management methods or to enhance their labour inspection capacities have been on the increase. We have been providing this assistance not to standardize ministerial structures, in order to fit them into some predetermined framework, but to assess their functioning taking into account mainly international comparative practices in an effort to make them better adapted to the needs of modern administration.

Last, but not least, this working paper is providing the reader with practical information about ministerial structures, mandates, addresses, websites and telephone numbers. We are aware of the fact that this information is sometimes better available online and some details may be outdated even before this working paper is printed. However, we should not have an illusion that the whole world is perfectly connected to the Internet. The digital divide might be narrowing, but— as we can see in ILO assessment reports all over the world – access to modern communication technologies is a challenge in most developing countries. We thus prepared this publication having in mind ILO's constitutional obligation to collect and distribute information on labour related matters and to promote cooperation between its member states through horizontal networking between labour administrations all over the world.

This publication is the first effort of its kind and most of the information contained in this publication comes from original and very unique sources: institutional assessments carried out by the ILO at the request of its member states. It also draws on the studies made in 2011 for the 100<sup>th</sup> Session of the International labour conference that discussed the topic of labour administration and inspection.

If the reception by our readers is favourable, we will proceed in coming years with an updated version, covering selected themes of interest for ministries of labour, but also for social partners and other stakeholders.

I am grateful to Mr Ludek Rychly, the ILO Senior Specialist for Labour Administration and Labour Inspection and author of the working paper, for taking this initiative. I would also like to thank other colleagues, Ms Caroline Augé, Ms Susan Bvumbe and Ms Makondo Kabinga for their contribution through gathering data and formatting and correcting the text. Many thanks also to Mr Giuseppe Casale, Director, Labour Administration and Labour Inspection Programme, Ms Susan Hayter and Mr Jose-Luis Daza for their useful comments and suggestions that helped the author in making the text up-to-date.

Moussa Oumarou  
Director  
Department of Governance and Tripartism

---

## Introduction

For about a hundred years now, labour ministries (or their functional equivalents) have a stable place among other government departments. In addition to their “line” function consisting of developing and implementing labour policies, they also have a “horizontal” function<sup>1</sup> resulting from their relationship with the world of work - they are guardians of social justice and social peace. Indeed, their impact, both direct and indirect on labour relations is an essential feature which in itself should provide them with a unique role and position.

But what does this unique position and responsibility mean in terms of their real influence among other government departments? The overall picture, as available through various ILO and other sources, is a mixed one. While many labour ministries are traditionally powerful and dispose of considerable budgets and staff to provide a large array of services, others endure declining influence and do not have sufficient capacities to implement properly even their core mandate.

The main factors determining the real place of the labour ministry among other government departments are obviously the government’s policy priorities. In other words, the labour ministry’s importance depends on whether emphasis is placed among different government’s objectives on labour policies and industrial relations. This emphasis can result from attachment to issues of fairness and social justice, but also from concrete – and sometimes temporary – policy needs. For example, reform projects, demanding important political effort, such as the adoption of new labour laws, the revision of pension schemes or necessity to address rising unemployment during the crisis, may, albeit temporarily, increase the attention to labour matters and to those institutions in charge of them. This emphasis and the relative importance of the ministry of labour can vacillate between electoral cycles. Moreover, the political power wielded by the political head of the ministry, in other words the minister’s seniority in the Government or in his/her political party also makes a difference.

Generic functions of ministries in the policy-making process are usually described as definitions of priorities, policy and legislative planning, preparation of policy proposals, elaboration of legal drafts, conducting of inter-ministerial consultations, submission to the Government, parliamentary process and passage, implementation, monitoring and evaluation of outputs and outcomes.<sup>2</sup> In the field of labour, attention is to be given to two key factors: existence of a long-term vision/strategy and capacity of coordination.

Labour policies are most often implemented within the framework of medium or long-term strategies. Social systems in individual countries and even regions are usually relatively stable over decades as they are not only embedded in local traditions and institutions, but because they are determined by relatively stable factors such as the country’s economic structure, composition of the labour force, strength of social partners, systems of industrial relations, demographic developments, etc. Ministries of labour and their components, such as

---

<sup>1</sup> Also other ministries have both line and horizontal functions. For example the Ministry of Justice is responsible for the justice system, but at the same time it coordinates the whole body of legislation. The Ministry of Finance collects taxes, but it also has a horizontal function to look after the public finances and to prepare the State Budget.

<sup>2</sup> The Role of Ministries in the Policy System: Policy Development, Monitoring and Evaluation; SIGMA paper No. 39, GOV/SIGMA (2007)3, Paris, 2007.

---

labour inspections or public employment services must therefore be built to last<sup>3</sup>. The stability of institutions is a pre-condition of an effective regulation of labour affairs and of provisions of quality services. History provides us with many examples, where precipitated reforms, based on short term considerations, such as spending cuts, undermined efficiency of administrations built over many years. Moreover most labour strategies go beyond the horizon of political cycles and thus require larger societal consultations, not only across the political spectrum, but also with natural labour administrations' partners, employers and workers' organizations.

On the other hand, the economic and social turmoil that started in 2008 demonstrated that governments must be capable to adopt innovative measures.<sup>4</sup> Labour administration must thus combine strong strategic thinking and solidity of institutions with flexibility and reactivity.

Labour ministries to be at the center of larger economic debates, must play and strengthen their coordinating role over all elements of national labour policy,<sup>5</sup> which according to Convention No. 150 is the fundamental purpose of labour administration. It is also essential that the ministry of labour is capable of fully participating in the policy making process dealing with general economic issues. If this is not the case, issues of employment, industrial relations or social protection may not be given sufficient weight in the absence of a spokesperson for whom they are of primary concern.

## **Part I: Ministry of labour: heart of labour administration**

### **1. What is labour administration**

Ministry of labour is usually the central body responsible for labour-related matters, but it is rarely the only public authority in this field. That is why the ILO Labour Administration Convention No.150 talks about the "Labour administration system" composed of all public administration bodies responsible for and/or engaged in labour administration. This labour administration system, usually formed by the ministry (or ministries), public agencies and advisory bodies is responsible for elaboration of and implementation of national labour policies. Figure 1 provides a typical structure of a labour administration system.

---

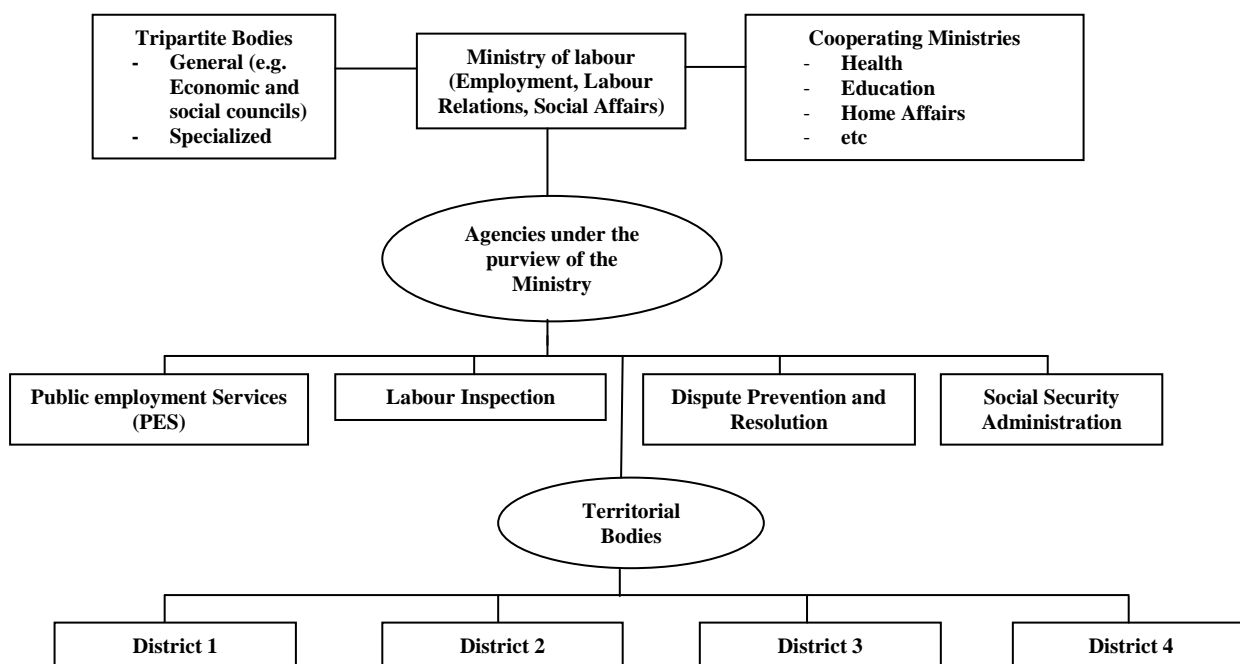
<sup>3</sup> For example, many existing administrations in the field of social security were created during the Great Depression in the 1930s, including US Social Security Administration (SSA), and their main features did not change for decades.

<sup>4</sup> Labour Administration in Uncertain Times, edited by J. Heyes and L. Rychly, Edward Elgar, forthcoming in 2013.

<sup>5</sup> While the term of national labour policy is not defined by the ILO Labour Administration Convention, the Convention identifies certain functions that a system of national administration must carry out regarding labour protection, employment, industrial relations and the provision of services and technical advice to employers and workers and their respective organizations, which provide indications as to the minimum content and the meaning of the term of national labour policy; the related Recommendation provides more particulars on the functional domains of labour standards, labour relations, employment and research in labour matters, that should be taken into account by member states when formulating policy.



Figure 1. Schematic structure of labour administration system



Source: ILO

## 2 Historical milestones

Labour administration as a field of governance dates back to the second half of the nineteenth century, where first administrative bodies were also created. Labour ministries were established to deal with what emerged in the second half of the nineteenth century as a “Social Question” or a “Labour Problem” and what was qualified by President Theodore Roosevelt in a message to United States Congress on 3 December 1901 as “the most vital problem with which this country or, for that matter, the whole civilized world has to deal [with].”

Curiously the first form of labour institutions were statistical and research centres, whose work was supposed to provide policy makers with data on the labour market and social situation as a basis for legislative action. For example, a British statistical office was set up in 1887 and transformed in 1894 into an autonomous section of the Board of Trade with the title “Department of Labour”; the French Office was established in 1891. In Germany, the Commission for Labour Statistics was established even earlier, in 1882, and the Spanish Institute for Social Reform was founded in 1883. These statistical and research offices paved the way for the creation of ministries of labour with real executive powers, even if in many countries initially as components of ministries with much larger mandates. For example in France, the Directorate of Labour, created in 1899 was attached to the Ministry of Commerce, Industry, Post and Telegraphs, while the fully fledged Ministry of Labour and Social Welfare was established only by a decree dated 25 October 1906. By 1910, already 22 European countries had specialized bodies (not always fully fledged ministries) to supervise labour conditions and similar tendency could be observed also in Latin America.

Establishment of ministries of labour was often prompted by the need to react to social conflicts or to address public discontent caused by large industrial accidents (Box 1).

### **Box 1. New York Department of labour - Born from Fire!**

On March 25, 1911, a fire at the Triangle Shirtwaist factory in New York City – lasting only half an hour – transformed how government protects workers. The company was in a building touted as fireproof. The conditions were hazardous -- operators had received many warnings. The owners refused to install sprinklers. They set up the factory for top output – not for safety.

The fire killed 146 workers. They were mostly teenage girls who died because there was no safe way for them to escape. They were trapped on the top three floors of a 10-story building that had bad fire escapes and doors that opened in. Despite the deaths, the factory reopened three days later in the same building. That building still stands – a monument to the need for worker protection and safety.

The New York State Department of Labor of today was forged in that fire a century ago. It was the driving force behind state rules to set standards for:

- Wages
- Hours
- Sanitary conditions
- Workplace safety

After the Triangle fire, Frances Perkins who witnessed it led the drive for stronger safety measures. She was named New York State Commissioner of Labor in 1929 and later became United States Secretary of Labor in 1933. She was the first woman appointed to the US cabinet. At a memorial on the 50th anniversary of the fire, Ms. Perkins said of the Triangle workers, "They did not die in vain, and we will never forget them."

Source: <http://www.labor.ny.gov/about/history.shtm>

Since the beginning of their existence, and even more so during the crisis periods or after the armed conflicts<sup>6</sup> the labour ministries were supposed to improve the functioning of labour markets through measures called in a modern language active and passive labour market policies, especially through the intervention of employment services, and prevention or finding solutions to industrial conflicts. The experience of the First World War is particularly telling. The sudden and unexpected outbreak of the war created full-employment and a pressing need to guarantee social peace and workers' support; however, war-imposed suffering and inflation led to a wave of strikes and unprecedented demands for shorter working hours and better conditions. New public bodies were set up, including a first generation of advisory councils involving representatives of workers in the examination and planning of the labour policy.

The post-war long and painful consolidation (financial crisis of 1919, high unemployment in the United States in the early 1920s, social unrest in Germany and the subsequent Great Depression) was also favourable to the consolidation of labour policies and related administrative framework. The rapid improvement of labour legislation, more systematic government intervention in social security, first efforts to combat unemployment, increasing union membership and the development of collective bargaining marked this period. The creation of the ILO (1919) was itself an unprecedented step towards consolidation of labour administration, as Part XIII of the ILO Constitution required that relations between the International Labour Office and governments should be handled by specialized government departments and not by the traditional diplomatic channels. In other words, what was within the ILO framework agreed between representatives of labour ministries (and employers and workers), did not require any further ratification by a diplomatic conference, which was a radical break with the diplomacy of the previous era.

---

<sup>6</sup> See for example the historical Employment (Transition from War to Peace) Recommendation (No. 71) 1944, dealing with public policies in favour of demobilized soldiers.

---

Obviously, the ILO was interested in having strong national partners in labour ministries. In 1928, a resolution was adopted inviting governments to set up an adequate and specialized department, capable of performing successfully, widely and fully the task of preparing, amending and securing the application of all the acts and regulations relating to labour, and specially with regards to inspection services, relations with the International Labour Office, advisory bodies and the supply of information, the peaceful settlement of industrial disputes, and the compilation and publication of statistics, reports and all other documents dealing with labour. By 1938, 23 countries were noted as having a central department of government responsible exclusively for labour and social administration.

In spite of this undeniable progress, the Great Depression revealed important gaps existing in both labour policies and administrative structures and took many governments by surprise. For example, only a handful of governments entered the crisis period with pre-existing unemployment insurance legislation<sup>7</sup>, others had only old-type relief schemes. With the need to support large numbers of the unemployed, governments had to resort to a policy based on insurance: by 1933, compulsory or voluntary insurance schemes were already operating in 17 countries. Also corresponding administrative schemes were created: while compulsory systems were administered by the State funds and agencies, voluntary systems were administered through a number of mutual benefit funds, often managed by unions<sup>8</sup> and supervised by various state bodies. The economic crisis was also a factor in the establishment and further improvement of placement services as well as the expansion of programmes of public work; however, the public employment services played only a limited role until the Second World War.

Once again, the world conflict created a huge impulse for the advancement of labour policies and related government services. As a result of the war, the role of the State in the regulation of the labour market increased tremendously. This experience in mobilizing and allocating human resources proved an asset in the post-war period; for example, in many countries public employment services acquired a quasi-monopoly of placement. But more importantly, social policy abandoned its narrow “protectionist” role and was now required to become one of the driving forces behind social progress. Objectives of social justice, full employment, social security and better working and living conditions were embodied into key international documents. Documents such as the Atlantic Charter (1941), the Declaration of Philadelphia (1944), the Charter of the United Nations (1945) and the Universal Declaration of Human Rights (1948) represented a solid basis for social reforms throughout the world. More particularly, the Declaration of Philadelphia, declaring that “labour is not a commodity” and elevating social objectives to the “central aim of national and international policy” while requiring that “all national and international policies and measures (in particular those of an economic and financial character, should be judged in this light”), asserted the primacy of social goals.

The attention given to social objectives such as full employment, the improvement of working conditions and the extension of social security during the post-war period also meant in many countries the recognition and consolidation of a comprehensive role for ministries of labour. Although the overall function of labour administration continued to be spread over a range of ministries and other bodies, the majority of countries had ministries of labour and

---

<sup>7</sup> For example, France (1905) Norway (1906) and Denmark (1907) introduced the Ghent system through collaboration with trade unions. By the National Insurance Act (1911), the UK led the way by introducing a compulsory unemployment insurance.

<sup>8</sup> The first trade union fund for the unemployed in the UK (English Foundrymen’s Union), was created in 1831. By 1900, similar trade union funds covered some 1.2. million workers.

social affairs with a very wide field of action. Table 1 demonstrates the different stages in the development of ministries of labour in Belgium.

**Table 1. Development of labour administration in Belgium**

Year	Ministry
1837	Ministry of Public works separates from the Ministry of Interior
1859	Directorate General of Industry and agriculture created within the Ministry of Public works, accompanied by creation of labour inspection services
1886	Commission of inquiry established to study working conditions in industry
1887	Based on the work of the commission, Council of Industry and work is established in charge of consultation and conciliation of collective conflicts
1895	Ministry of Industry and Labour
1924	Ministry of Industry, Labour and Social Protection
1939 -1958	Ministry of Labour and Social Protection
1959	Federal Ministry of Employment and Labour
2003	Federal Public Service of Employment, Labour and Social Concertation (Social security is under the Ministry of Social Protection)

Source: [www.belgium.be/en/](http://www.belgium.be/en/)

This fundamental shift from supervision and regulation to active policies pursuing social objectives naturally meant much larger administration, capable to deal with bigger financial and material resources and to administer complex programmes. In most industrialized countries, labour ministries and their agencies became responsible for a substantial proportion of state budgets, which made them a powerful and influential part of the governmental machinery; at the same time, it turned them (and policies under their purview) into a popular target, when it came to planning austerity measures and cutting public spending.

The most striking development in the post-war history of labour administrations is thus its increasing involvement in national development policies. Especially, by a more active role in employment policy and by extending the scope of social protection, labour administration surpassed its originally rather narrow protective, enforcement and sanction-oriented role and became one of the decisive factors of economic development. This increase in responsibilities led to an expansion of the role of labour ministries, turning labour administration into a major instrument of government, with regards to formulating and executing labour policies in line with national developmental objectives.

### 3. Different national models

Labour administration systems and their structures are deeply embedded in national conditions. There are, however, some similarities that can be captured.

#### Multiplicity of ministries involved in labour administration

While labour ministries or their functional equivalents are usually at the heart of national labour administration systems, some related portfolios are most often under the purview of other ministries, such as the ministry of social affairs or social development, manpower, education, migration, home affairs, finance, health, youth, etc. For example labour inspection can be dispersed under different ministries: mines and mineral resources, merchant marine, transports or railways (but in some cases also agriculture or construction) while occupational health maybe linked to ministries of health.

---

## Combination of labour, employment, industrial relations and social protection

Portfolios of labour and employment are often dealt with by one single ministry<sup>9</sup>, but there are noticeable exceptions with the employment portfolio being attached to ministries of economy or finance<sup>10</sup>. Most labour ministries also include the agenda of industrial relations and the labour and employment agendas are very often combined with social affairs. This for example is the case in many OECD (Organisation for Economic Co-operation and Development) member states. However, particularly in developing countries, social protection is often segmented among various ministries responsible for different social security schemes and managed by separate agencies frequently supervised by the ministry of finance.<sup>11</sup> Responsibility for vocational training is commonly split between the ministries of labour responsible for job-related and more short-term training in the training centres, and the ministry of education in charge of vocational education. More specialized training may be under the purview of relevant line ministries, such as health, agriculture, transport or public services. In some cases, labour ministries may have a general responsibility for public service, or for migration, especially in countries with an important proportion of migrant workers.

## Increasing outsourcing of service delivery to autonomous public agencies or to the private sector

Delivery of services is increasingly delegated to parastatal bodies. For example dealing with job placement, vocational training, occupational health and safety, mediation and arbitration or administration of various social protection schemes (Box 2). However, these “agencies” may enjoy a very different extent of autonomy in terms of management, funding and service delivery. There is a growing tendency to “outsource” delivery of some labour administration services to public, but also private providers, through various contractual arrangements.<sup>12</sup> This manifests as a long-term tendency in public services and labour administration,<sup>13</sup> some even speak about the “agencification” of public services. Labour-related agencies such as public employment services, vocational training institutions and funds, occupational safety and health bodies, mediation, conciliation and arbitration councils do have a long tradition and if properly regulated and coordinated by the ministry, they contribute to increased efficiency and the quality of services provided.

---

<sup>9</sup> For example in Costa Rica, Czech Republic, Kenya, Lithuania, South Africa and many other countries.

<sup>10</sup> For example, in Hungary, Finland or Switzerland.

<sup>11</sup> For example, in Senegal the finance ministry supervises main social security schemes and is represented in their governing boards together with the labour ministry. Similarly, the ministry of finance supervize agencies responsible for contributory schemes in Barbados, The Bahamas, Guyana or Trinidad and Tobago. In Malaysia, the Ministry of Finance supervises the Employees Provident Fund, while the Social Security Organization is under the Ministry of Human Resources.

<sup>12</sup> See for example Mark Considine, *Enterprising States*, Cambridge University Press, 2001, or *Contracting in Employment Services*, Els SoL and Mies Westerveld, Kluwer International 2005.

<sup>13</sup> Already the 1973 Working Paper for a Meeting of Experts on Labour Administration «Role, functions and institutional development of labour administration» underlined that there is “a trend towards more efficient provision of certain services through parastatal agencies.”

### **Box 2. Directorate for Dispute Prevention and Resolution (DDPR) in Lesotho**

The DDPR is a conciliation and arbitration body created at the joint initiative of social partners and under the ILO auspices to solve the problem of backlog at the Labour Court. It is a semi-autonomous institution under the purview of the Ministry of Labour and Employment, independent of the Government, any political party or employers or workers' organizations. It was established as a juristic body under the Labour Code (Amendment) Act 2000.

Its vision is the promotion of social justice in cooperation with the social partners to attain peace and stability at workplaces, in order to contribute towards the social and economic development of the country.

It is overseen by the Industrial Relations Council, chaired by the Principal Secretary of the Ministry and composed of three representatives of the Government, three representatives of employers and three representatives of workers. DDPR's Director serves as its Secretary. The DDPR has 12 arbitrators, appointed by the Minister, after consultation with the Industrial Relations Council.

Its main functions are:

- Prevention and solution of trade disputes through conciliation
- Resolution of trade disputes through arbitration
- Compilation and publication of statistics concerning trade disputes

In 2011, it dealt with 1,948 disputes, with 76.9 per cent of them resolved. All disputes must be conciliated before arbitration. Arbitration awards of the DDPR can be reviewed by the Labour Court.

*Source: Annual Report 2011, DDPR*

However, questions do arise whether if, especially for reasons of weakness of the ministry, agencies should supplement their policy-making role. This can be the case especially when new policies are adopted and the government decides to use existing bodies for tasks going beyond their original assignments, for example, when an existing provident fund or unemployment insurance company is required to administrate more comprehensive social security schemes or when safety and health or dispute settlement issues or employment broking are delegated to agency-type organization without creating a corresponding policy-making authority at the Ministry's level. Another risk associated with the creation of agencies might be further weakening of the technical capacities of the ministry because of the departure of qualified staff to agencies, as in many countries employees of public agencies are not covered by public administration salary schemes and can thus be paid higher salaries or provided with other benefits.

### **Coordination of labour administration**

If Convention No. 150 does not impose any particular structure of the labour administration systems, it requires that its functions and responsibilities are properly coordinated. This requirement cannot be interpreted only in purely institutional terms, as integration of policy functions in one body does not guarantee by itself policy coherence. ILO labour administration audits regularly identify cases of strong "departmentalization" even within one ministry when units with interconnected tasks do not cooperate, do not exchange data, do not consult their legislative drafts, or even do not share existing human and material sources just because they implement different laws, because of lack of appropriate governance mechanisms or as a result of a too formal administrative culture which does not promote horizontal cooperation.

With so many players involved in decision making, coordination of policies and action at the national level can give rise to difficulties and raise the question of machinery to be introduced so that the system of labour administration operates as a coherent one.<sup>14</sup>

---

<sup>14</sup> At a national level, there is a need to coordinate inputs from various ministries and agencies to ensure that proposed labour and employment policies are compatible with the policies of other

---

This coordination may be done through national planning commissions, advisory (often tripartite) councils and or other similar administrative bodies and even through informal mechanisms. Above all, it should be built upon comprehensive policy agendas, targets and plans. Surprisingly, while many governments adopted national policies of public health, national education or industrial development, the examples where labour ministries were charged to elaborate and submit to Governments a document on national labour policy have been rare. The ILO has recently taken an initiative to promote the adoption of such comprehensive policies under the government departments responsible for labour affairs, thus giving ministries of labour a coordinating role and leadership in an extremely important component of national development plans. The adoption and execution of national labour policies, ensuring efficient and equitable labour markets, can thus prove to be an instrument for the enhancement of labour administrations' role, both in developing and developed countries.

Proper coordination of labour administration systems remains a challenge especially in federal states, where not only implementation, but also policymaking in various labour policy areas can be decentralized. Efficient coordination is even more difficult to achieve, when decentralization is driven not by pragmatic governance reasons, but by political considerations. Recent reforms in a number of countries have raised questions about which levels of government should be responsible for policymaking and what extent of decentralization is still compatible with the existence of a single national labour market.

In countries where a federal-state system operates with both federal and state or provincial bodies having responsibility for labour matters, in effect there is a federal labour administration system, and a separate labour administration system for each state. There is a need for coordination between these two levels of the labour administration system depending, of course, on the degree of uniformity the overall system seeks to attain.

Sometimes, the labour administration system is decentralized in an operational sense, but with all labour policy formulation central level. Policy matters and the related preparation of labour laws are centralized, while activities concerning the implementation of policies and laws including labour inspection, employment services, and the resolution of disputes, are decentralized to various districts or regional level labour administrations. Some OECD countries have recently decentralized various aspects of the labour market policy as a strategy to improve the targeting of benefits and the rights and responsibilities attached to them<sup>15</sup> and to better tailor service delivery to local labour markets and policies. This decentralization was concentrated, in particular, in the area of active labour market policies, whereas benefit systems remain centrally regulated and mostly centrally administered.

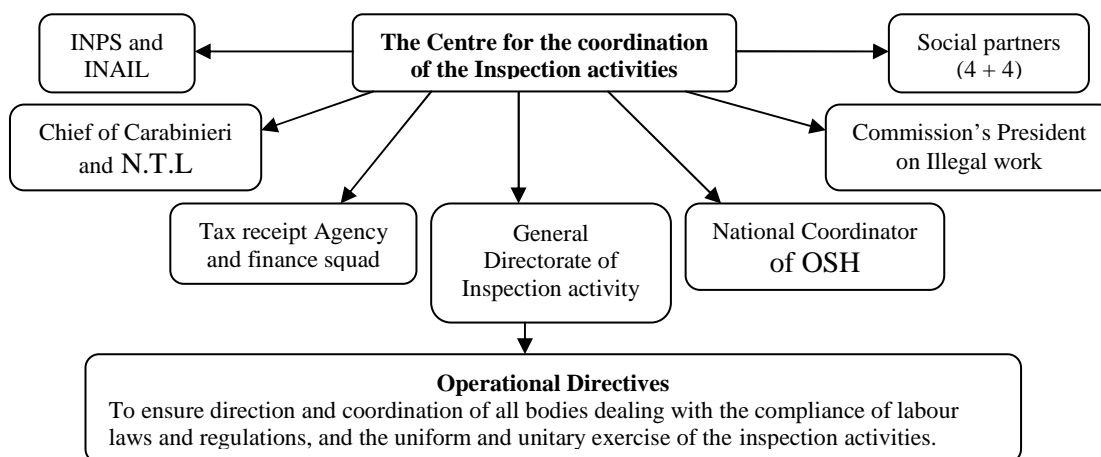
Coordination is a challenge also for many labour inspection systems. Very often a specific inspection body or ministerial department deals separately with general employment conditions and occupational safety and health issues. Specialized labour inspection as discussed earlier can also be under different line ministries. Most often however (as it is shown with the case of Italy in Figure 2) the Ministry of labour is in charge of the coordination of all labour inspection agencies.

---

departments and agencies. For example, labour policies intended to provide increased protection for enterprises and workers in the informal economy, need to dovetail with policies from agencies responsible for small enterprise development, regional development, vocational training, women's affairs, youth, agriculture and other agencies.

<sup>15</sup> *Minimum-income benefits in OECD countries: policy design, effectiveness and challenges*, OECD Social, Employment and Migration Working Paper No 100, Herwig Immervoll, January 2010.

**Figure 2. Coordination of labour inspection and control activities in Italy**



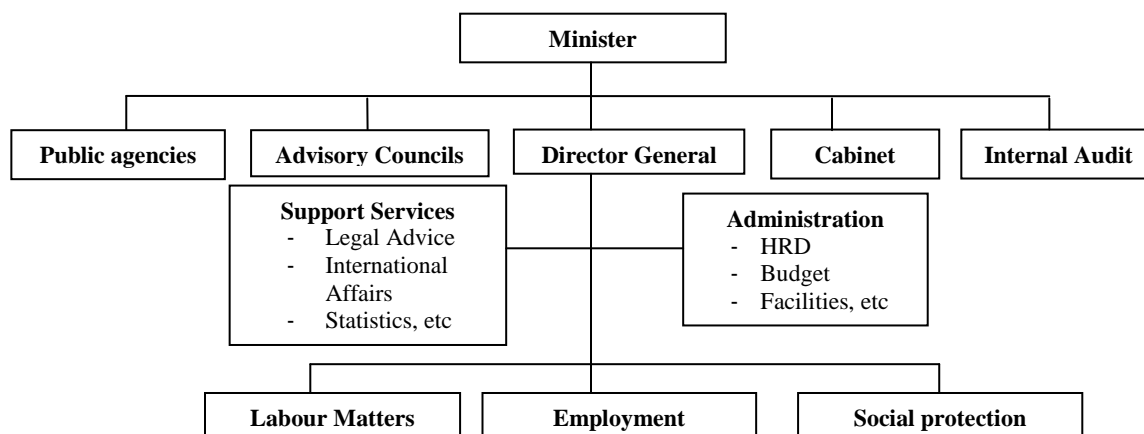
Source: DG Labour Inspectorate, Ministry of Labour, Italy

The decentralization efforts present a mixed picture. On the one hand, there are undeniable benefits in involving additional local partners, in adaptation of labour market programmes to local needs, in reaching a consensus and cooperation and – concerning passive policies – in better targeting of benefits and rights and responsibilities attached to them. On the other hand, if variation of policies becomes excessive, it can provoke criticism on equity grounds. Once again ILO audits show that in many countries, field structures of ministries of labour are poorly staffed and neglected by the central administration. Success of decentralization in labour administration – similarly to other areas of public administration – thus largely depends on the capacity of local authorities to bear new responsibilities and must therefore be accompanied by capacity building, in terms of both staff and material equipment of local offices and their adequate management.

#### 4. Internal organization

The internal organization of the labour ministry itself reflects the extent of the ministry’s mandate and depends on its implementation model. There are three major models, which are not mutually exclusive and can be combined within one single country: *direct management* (activities are under the remit of the labour ministry), *indirect management* where activities are entrusted to decentralized departments, and *management by semi-autonomous bodies* under the ministry’s responsibility. Whatever is the selection of implementation models and/or their combination, the labour ministry usually consists of units that can be grouped into four main categories: the political management, the support services, the technical departments and administration (Figure 3).

**Figure 3. Schematic structure of ministry of labour**



Source: ILO



---

The minister (state secretary, under-secretary, etc), is most often appointed by the president, prime minister or is elected by the parliament according to the country's constitution. The minister has an overall political responsibility for the ministry and is accountable for its functioning as a whole, including autonomous public agencies. He or she is also politically accountable for the outcomes achieved by the administration in the labour policy field, including such outcomes like unemployment/employment levels, elimination of poverty or child labour, general safety at workplaces, etc. For political accountability, it is important that these outcomes are clearly stated in the government's policy statement and at the ministry's strategic or annual plan.

The minister (and the deputy minister or deputy ministers) are usually supported by a limited number of the closest collaborators and advisors and private secretaries (cabinet) who are not civil servants, but have other type of contract. Their role is to advise and assist the minister on policy issues, to ensure relations with the Parliament, with the media, etc. They are not supposed to create an alternative management structure that would compete with management of technical departments. While this is the principle that should be strictly observed, in practice however the dividing line between these management layers is not always clearly defined, to the detriment of the clarity of management lines and also to the detriment of the quality of the ministry's management as such. In some countries, efforts were done to draw a clear line between politicians and public servants while promoting cooperation between the two groups (Box 3).

**Box 3. Board of the Department of Work and Pensions, UK**

The role of the Board is to form the collective strategic and operational leadership of the Department, bringing together the Ministerial and Civil Service leaders with senior non-executives from outside the government.

Its remit is performance and delivery, including appropriate oversight of sponsored bodies. Policy will be decided by Ministers with advice from officials, not by the Board. However, the board should expect to give advice on the operational implications and effectiveness of policy proposals.

The Board is composed of the Secretary of State, four Ministers of State (employment, pensions, disabled people and welfare reform), permanent secretary, second permanent secretary and chief operating officer, director of finance and four non-executive members.

Source: Website of the Department of work and Pensions, UK: <http://www.dwp.gov.uk/>

In most countries, the administrative management starts at the level of the director-general or its equivalent, for example a principal secretary. Under the director-general, there is usually a level of directors of technical departments, responsible for different fields of the ministry's mandate. Box 4 shows as an example the composition of the management in the Netherlands.

---

#### **Box 4. Netherlands: Management of the Ministry of Social Affairs and Employment**

##### **Organizational structure**

The Ministry of Social Affairs and Employment is headed by political and administrative officials. Political leadership is provided by the **minister** and **state secretary**, while the secretary general, deputy secretary general, director general and inspector general together form the ministry's administrative leadership. The members of the administrative leadership are responsible for a number of directorates or other organizational units.

##### **Secretary General**

The secretary general is the ministry's top administrative official and provides direct leadership to the director generals, inspector general and heads of directorates who report directly to him.

##### **Deputy Secretary General**

The deputy secretary general is responsible for the ministry's internal organization in terms of, for example, organizational and personnel policy and automation and information policy. Furthermore, he directs accommodation and security policy and provides leadership to the directorates that report directly to him.

##### **Directorate General for Participation and Income Security**

This directorate general is responsible for policy concerning the promotion of employment and income protection. In addition, the director general provides leadership to the directorates that form part of this directorate general.

##### **Directorate General for Employment**

This directorate general is responsible for policy in the following areas: terms of employment, labour law, working conditions and industrial relations. In addition, the director general provides leadership to the directorates that form part of this directorate general.

##### **Inspectorate**

The inspectorate is in charge of fair, healthy and safe working conditions and socio-economic security.

*Source. Website of the Ministry of Labour, Netherlands:* [www.government.nl/ministries/szw](http://www.government.nl/ministries/szw)

In some administrative systems, the clarity of management of labour ministries is complicated by the existence of a specific category of directors whose function is related to implementation of a specific piece of legislation and is thus mandatory, a commissioner (labour commissioner, equal treatment commissioner, etc). While commissioners are in fact heads of technical units comparable to other directors, sometimes they are not public servants, they may be established by external authorities and may not be responsible to the administrative head of the ministry, but only to the minister.

Another complication may be found at the level of autonomous agencies attached to the ministry, such as labour inspections, dispute settlement bodies or public employment agencies, as their heads are usually accountable to governing bodies and to the minister, while in practice, they are however obliged to cooperate with the administrative head of the ministry or even with technical units.

Administrative services of the Ministry are usually under the responsibility of the director general or his/her equivalent. They comprise financial units responsible for budget and control of accounts, human resources unit (including training of staff), supplies, transport and building services, documentation and publication service. Internal auditing is either part of the financial unit, or – more frequently – is attached directly to the head of administration as an autonomous unit.

---

While the position of administrative services responsible for managing the ministry's human, material and financial resources<sup>16</sup> within the overall ministerial structure usually does not pose a particular problem, attention should be given to support services.

The support services, which usually include overall planning, programming and evaluation, legal advisory, legal drafting, international relations, research and statistics, are of key importance, as they make an immediate impact on the labour ministry's capacity to draft legislative texts, to comment upon the legislative projects of other ministries, influence government's foreign policy (including its policies towards the ILO), to provide statistics, studies and other evidence necessary for efficient policymaking and, above all, elaborate the ministry's policies, plans and programmes. These services require educated and experienced staff, the knowledge of which reaches beyond the strict sphere of labour and which should be better concentrated in larger units. As the support services do not work for a single technical department, but serve the whole Ministry and should also have corresponding authority and coordination capacity, most countries do not place them under the heads of technical units but directly under the Ministry's senior management, Director-General, Deputy Minister, Principal Secretary or their equivalent.

A special mention should be made of collection of statistical data. As discussed earlier, this is one of the traditional functions of the ministry of labour, as it helps to analyze developments on the labour market, develop appropriate policies and policy tools, evaluate efficiency of adopted policies and elaborate – if necessary – corrective measures. In most developed countries, large statistical units collect a considerable amount of information relevant to many administration activities, such as inspection, job broking, human resources development, wage and work hours fixing, collective bargaining, dispute settlement, compensation for work related accidents and diseases, etc. Statistical units thus have a large responsibility of coordinating data-related activities and establishing a proper methodology of data collection. Unfortunately, in many countries this ministry function is done by small, understaffed units, sometimes composed of officials without adequate qualifications.

The technical units (or specialized services) in most ministries correspond to functional areas such as:

- **labour matters**, responsible for regulation of terms and conditions of employment;
- **employment**, in charge of elaboration of the employment policy and regulation of the labour market;
- **industrial relations**, in charge of promotion of collective bargaining and tripartism;
- **social protection**, in charge of social policy and various social insurance programmes.

In many countries, technical units also include *labour inspection* (often combined with occupational safety and health), *prevention and solution of industrial disputes* and *public employment services*. In a number of countries, however, these ministerial structures were, as discussed earlier, replaced by autonomous public agencies with their proper budget and management.

---

<sup>16</sup> Administrative services usually cover budgeting, accounts control, internal auditing, management of human resources, supplies, transport, building maintenance, security, library, documentation, publications, etc.

---

The function of technical units is to oversee the administration and implementation of labour policies and legislation, draft new policies and appropriate legislative texts and advise and report on their application, consult with employers and workers' organizations, process statistical information and narrative reports from the field, prepare annual national reports, develop and maintain national databases, etc. As a specific function of the labour ministry is to support national inter-professional or sectoral social dialogue, promote collective bargaining and mediate between parties in case of collective industrial disputes, ministries usually have specific industrial relations departments. As discussed later, in some countries, the Ministry also provides a wide range of technical and administrative services to a variety of social dialogue bodies.

If the original role of labour ministries was to protect workers by regulation of their working conditions and the "labour" component was therefore dominant, with changing times the component of "employment" (both passive and active labour policies) developed in terms of institutional capacity, relevant funds and thus overall importance. This is also true with regards to the social security component. Labour, employment and social security, often combined in one ministry, thus represent the three main organizational pillars of labour administration in most countries.

Apart from the head office, practically all ministries of labour have their regional (district, local) offices and sub-offices, usually implementing functions of labour inspection, registration and placement of job seekers or their referral to training, professional orientation, conciliation and mediation, payment of social security benefits.

As ministries of labour most often collaborate with social partners through various advisory mechanism, these bodies, either with general mandate (e.g. economic and social councils) or with mandate restricted to one particular area (e.g. minimum wage, health and safety, vocational training) are also attached to the ministry, either very loosely (through the ministry's representatives in these bodies) or rather directly, when the Ministry provides them with budget or works as their secretariat. Those advisory bodies can have a statutory basis with a predetermined mandate,<sup>17</sup> or – less frequently – they might be based on an agreement between the government and social partners.<sup>18</sup>

## 5. Changing mandates

Numerous labour ministries witnessed recently important shifts in their mandates. As highlighted earlier, labour ministries are at the heart of the labour administration system, but they usually share some of the labour-related responsibilities with other government departments or, on the contrary, they are multi-portfolio ministries, which on top of labour and employment agenda, are also in charge of other portfolios, sometimes only distantly related to labour matters. These particular arrangements might be primarily dictated by pragmatic considerations, for example a small population and territory of the country<sup>19</sup> and

---

<sup>17</sup> For example social and economic councils in France, Italy or Spain.

<sup>18</sup> Such as the Czech Council for Economic and Social Agreement, based on a tripartite accord of 1990.

<sup>19</sup> For example, multiplication of portfolios may be related to the small size of the country. In Vanuatu, labour matters are under the purview of the Ministry of Internal Affairs, together with portfolios such as police, immigration, provincial affairs, electoral office, prison services and disaster management. In Saint Kitts and Nevis, labour matters are dealt with by the Ministry of Foreign Affairs, Immigration,

---

might be meant to be politically neutral. However, combination of portfolios often has a direct impact on how policies are formulated and implemented.

For example, the respective roles of ministries of labour, interior or foreign affairs in the migration area might explain whether labour market, security or foreign policy aspects prevail in the delivery of work permits. Division of responsibilities for vocational training between labour ministry and ministry of education might have an impact on the orientation of training programmes and their link with the needs of the labour market<sup>20</sup>. Similarly, combination of “social affairs” with the “employment” agenda may influence the balance between protection needs and job creation imperatives.<sup>21</sup> The combination of labour matters and employment aspects provides obvious advantages in balancing employment conditions and labour market needs, for example in formulating appropriate income policy. The experience, however, suggests that institutional integration does not always mean better coordination. Even within the same ministry, strong dividing lines, resulting in lack of policy coherence, may exist among units and departments unless they all pursue clearly defined common objectives underpinned by strong policy leadership.

Recently, some governments have been experimenting with merging the labour ministry (or its employment component) with the ministry of economy or finance.<sup>22</sup> This measure has been usually justified on the ground that economic growth is the main precondition for job creation and that it is therefore necessary to achieve a synergy of economic and employment policy. However, opinions diverge on the effects of this arrangement. On the one hand, these mergers can result in the creation of a more powerful and influential ministry. On the other hand, arguments in favour of pro-labour policies can be marginalized. It can be argued that while this merger may, in a short perspective, help to address certain antagonisms between economic and “spending” ministries and accelerate implementation of labour market reforms, in the long run it can also considerably weaken the possibility for the labour administration to raise arguments at government level about the modalities of employment policy programmes, regulation of the labour market, the quality of created jobs or the link between income policies and job creation, for instance concerning minimum wage. Divergent opinion also exist on several recent mergers pertaining to agenda of industrial relations,<sup>23</sup> which has been

---

National Security, Labour and Social Security. In the Caribbean sub-region, only Barbados has a labour ministry with no other governance field attached to it.

<sup>20</sup> For example, whether the focus will be on apprenticeships and continuing vocational training for employed person or whether the training will focus on the unemployed, helping them to obtain jobs.

<sup>21</sup> For example, in Japan, the Ministry of Health, Labour and Welfare was formed in 2001 as a result of a merger involving the Japanese ministry of Labour and the Ministry of Welfare. The purpose of the merger was to facilitate the development of a more coherent approach towards social and labour issues. The UK Government in 2001 created a Department of Work and Pensions, which took over responsibility for social security and employment policy.

<sup>22</sup> For example in Germany (2002-2005), France (2007-2009), Hungary (2010). On the other hand, in Albania, labour matters were shifted from the Ministry of Economy to the newly created Ministry of Labour, Social Policies and Family in 2009. Most recently, the Ministry of Labour in New Zealand (after 100 years of existence) was merged with the newly created Ministry of Business, Innovation & Employment.

<sup>23</sup> For example, the UK Department of Employment, created in 1916, was disbanded in 1995 and responsibility for industrial relations was transferred to the Department of Trade and Industry (DTI), basically responsible for competitiveness issues. Similarly, in Ireland, industrial relations are since 2010 under the purview of the Department of Enterprise, Trade and Innovation (DETI). For further details, see *The Changing Role of Labour Ministries: Influencing Labour, Employment and Social Policy*, J. Heyes, 2004, ILO.

---

traditionally associated with labour matters and which are considered as one of the main functions of the national system of labour administration.<sup>24</sup>

## 6. Employment agenda

The obvious relationship between employment and over-all economic and social policies suggests that addressing employment requires concerted action in many fields that lie outside the exclusive competence of any particular labour administration organ such as the ministry of labour; parallel action has to be taken in fields such as education, migration, fiscal, monetary and customs policy, industrial development, foreign trade, etc.

While the labour ministry often has the official mandate and also necessary tools in the field of active and passive labour market policies (and more particularly by providing assistance to jobseekers through public employment services), employment objectives must be achieved through cooperative efforts of the whole government.

As discussed earlier in this paper, during the period following World War II, labour ministries' role in the field of employment was – at least nominally - dramatically extended in many countries. Labour administration, originally concerned only with the organization of placement services and with providing supplementary vocational training, has been more and more involved in - and often in charge of – overall government policies addressing the general level of employment. This new function has sometimes been emphasized in the very title of ministries dealing with labour issues, with “employment” among their main denominations.

This extension of the mandate has not been without controversies and the actual organization of the employment agenda of governments has been subject to many experiments. The key problem was how to reconcile employment, as a major social goal, with other economic objectives, and, consequently, how to divide government responsibilities among various departments.

This dilemma has received increasing attention in contemporary policies, without however being a new issue. It is of interest to look back to the 1960s, when the provisions of the draft ILO Employment Policy Convention No. 122 were discussed. While it was evident that the policy aiming for full employment requires an international frame, the relationship between employment and other government's objectives was one of the most controversial themes.

During the preparatory works, some individual governments raised doubts whether the subject of employment policy can be properly dealt with in an ILO instrument because of the breadth of the subject covering many matters outside the competence of the ILO and ministries of labour. Some governments also opposed the suggestion of the Office to enumerate in the Convention “decisions affecting employment policies” such as investment, production, economic growth, the growth and distribution of incomes, social security measures, fiscal and monetary policies, including anti-inflationary and foreign exchange policies or measures to promote free movement of goods, capital and labour between countries. They doubted the appropriateness of this list as it seemed to them to be superfluous, incomplete and arbitrary. While today the governments would probably not object against linking the list of economic measures to employment policy, the institutional

---

<sup>24</sup> See ILO Labour Administration Recommendation, 1978 (No.158) and the General Survey of 1997, Chapter II, Part IV.

---

problem would remain the same: is employment a domain of labour or of economics and which ministry should have the leading role?

The text of Convention No. 122 obviously does not give any specific recommendation and leaves the decision with the national governments. However, Art. 1 requires member States to “declare and pursue, as a major goal, an active policy designed to promote full, productive and freely chosen employment”. Naturally, such a major goal means a policy that must be broad-based and must represent not just one of the routine tasks of one single ministry, but a strategic objective underpinned by the government as such. It also means, that “the achievement of full and productive employment should not be an afterthought, but should be considered through the macroeconomic policy formulation stage.”<sup>25</sup>

On the implementation side, a lot of emphasis – at least in theory – is put on coordination between employment and economic and social policies. In their reports to the ILO, many governments indicate that employment policy is developed and implemented within the general framework of macroeconomic policy, central bank policy, tax and fiscal policies, as well as social policy. This coordination is achieved through inter-ministerial cooperation in the actual formulation of employment plans, often with involvement of governmental councils, cluster of “economic” ministers”, tripartite councils, interagency work groups and teams, or even specialized agencies and observatories. Very often it is the labour ministry which is in charge of preparing the initial draft, running inter-ministerial consultations, submitting the draft to the government, coordinating and evaluating its implementation etc.

The monitoring of the progress towards fulfillment of employment policy’s goals is of particular importance in the period when public spending, especially on major and costly programs such as promotion of employment are under the scrutiny of politicians, media and the large public. Compilations of statistics and other relevant labour market data is often the role which labour administration shares with national statistical offices; analysis of these data are done by administrative instances, but also tripartite bodies or private and public research institutions. Lack of labour market information and unreliable statistical information, as well as lack of policy evaluation, is one of the typical features of labour administration in less developed countries.

Public employment services, often an agency under the labour ministry, are the government’s main tool in providing assistance to job-seekers and to manage labour markets at the national, but also local levels. These services also played a crucial role when under the impact of the economic crisis labour markets suffered huge losses of employment rates after 2008. They also had their “moment of glory” when governments in some countries took measures to increase PES capacity to deal with a growing number of job-seekers. However, these injections seem to be waning now, even if unemployment levels remain much higher than before the crisis started.

## **7. Current challenges**

As highlighted by the general discussion on labour administration and labour inspection at the ILC 100th session in 2011, the experience of the recent financial and economic crisis has shown that labour administration has an essential role to play among government

---

<sup>25</sup> ILO (2010) General Survey Concerning Employment Instruments, Report III, p.6, International Labour Conference, 99<sup>th</sup> Session : ILO

---

institutions in mitigating the consequences of the economic and social crisis,<sup>26</sup> and that there is an “urgent need to build, foster and maintain sound labour administration and inspection systems notwithstanding the financial and economic crisis.”<sup>27</sup> Indeed, the role of ministries of labour became highly visible, since high expectations were put on them when the crisis affected labour markets all over the world and many governments strengthened their job creation and protective policies. However, these policies were rather short lived. When austerity policies prevailed in many countries, and especially in Europe, labour ministries, administering expensive social programmes, were among the first targets of budgetary cuts.

In many developing countries, however, labour ministries have been facing, not just short-term budget fluctuations caused by cyclical crisis, but a long-term tendency towards marginalization of their role. An extremely low proportion of the state budget allocated to labour ministries in some countries, especially in Africa or Central America, demonstrates the simple and worrying fact, that labour policies can hardly compete with other priorities when national budgets are established.

A couple of positive examples where the labour administration system was recently strengthened and improved, especially in emerging economies, are just exceptions confirming the rule that many ministries of labour in the developing world are struggling to provide services so much needed by their population and often formally envisaged in their official mandates, plans and organizational charts. The gap between developed and developing countries should not be deeper than if the attention to labour and social policies was adopted as an angle. Labour administration of the developing world, formally copying many features of the industrialized countries, has in fact, never reached comparable influence and the policies they produce often stay on paper and the quality and quantity of services they provide can be very poor or non-existent. This also applies to the function labour administration is supposed to implement in the field of promotion of social dialogue as a governance method.

Today the main challenges of labour administration can be summarized as the following:

- weakening mandate of labour ministries, when traditional components of labour policies are attached to other ministries, or when responsibility for labour related matters is dispersed among several governmental departments;
- inadequate management, resulting for example in poor planning, inappropriate management of staff, inability to evaluate outcomes of policies and incapacity to take corrective measures;
- lack of coordination capacity when organizational or territorial components of labour administration are not working as a system, leading to poor policy implementation and inefficient use of human and material resources;
- insufficient budget allocations, undermining the capacity of labour administration to implement meaningful programmes and provide efficient services;
- inadequate human resources policy, when employees of labour administration are of insufficient numbers, are poorly motivated, lack necessary qualifications, etc;

---

<sup>26</sup> Resolution and Conclusion concerning labour administration and labour inspection, ILC, 100<sup>th</sup> Session, 2011.

<sup>27</sup> *Idem*.



- 
- weak capacity to enforce labour laws, when labour laws and regulations are not properly implemented as a result of lack of awareness of both employers and workers, low legal culture and poor functioning of labour inspection, mediation and arbitration services or the judiciary system.

## **8. Modernization efforts**

To address these challenges and to react to the pressure of the public to deliver better services, many ministries of labour adopt measures and support to modernize their institutions and improve the methods of their management.

For example and not without controversy, in many countries private sector management methods were introduced, especially in the field of performance management or some core services, traditionally provided by the State, were increasingly outsourced to the private sector especially job broking. Private initiatives flowered also in the area of inspection and compliance with labour laws. Experience is still being gathered in these fields, also through the ILO.

A very promising area of modernization of labour administration institutions is the introduction of new technologies. Over the last two decades, the widespread introduction of computers and mobile means of communication had a transformative impact on their functioning. New technologies not only improved the quality of services, but also impacted on policy making, bringing it closer to the public, increasing general awareness, making more data available, improving management and coordination and facilitating communication between the government and employers and workers.

However, as noted by the 2011 ILC Report,<sup>28</sup> “new technology can give the easy illusion of modernity and efficiency, whereas technology is still just a tool that is only useful to institutions able to maximize its benefits”. Indeed, new technologies cannot replace wise policy making and various internet fora, blogs or surveys, while being a useful source of feedback, are only a complement to traditional exchange of information, consultation and negotiation between the government and representative employers and workers’ organization. In developing countries the ILO audits often report about investment in the hardware, often driven by suppliers, that did not bring any improvement of services in practice, also officials were not trained in IT skills or the administration does not have funds to maintain this technology or even keep it running.

## **9. New focus of labour inspection since the crisis**

Governance through social dialogue requires mutual respect and trust between the parties as well as compliance with laws, regulations and agreements. While it is a shared responsibility of all parties involved, the State, as protector of public interest, has a special role in the compliance field: to enforce the law when parties fail to do this voluntarily and help them to find a solution when they disagree on their mutual obligations. Labour inspection is thus a specific and indeed essential part of labour administration. It has a dual role: on the one hand supervising the enforcement of legal provisions, particularly with regard to workers’ rights, on the other hand providing information, advice or even training. It is however, useful to turn the attention to some recent developments related to the financial and economic crisis and its consequences.

---

<sup>28</sup> See for example the Report V, Labour Administration and Labour Inspection, ILC, 100<sup>th</sup> Session, 2011.

---

Firstly, they are related to an abrupt increase of unemployment since summer 2008. Naturally, labour inspections in many countries hit by economic difficulties had to re-orient their programmes in order to be able to focus on issues related to workforce adjustment. Secondly, increased competition led many enterprises to cut costs and labour inspectors had to pay special attention to the proper application of labour standards concerning wages, working time, but also protection of health and safety at work. Thirdly, and probably most importantly, many governments decided to focus on combating fraud and apply strict measures to reduce undeclared work. Yet the last point is rather paradoxical: while the crisis led some countries to make the legislation related to the employment relationship more flexible with the purpose of making the labour market perform, at the same time they introduced a series of legislative and organizational measures to fight against various forms of undeclared work, including work hidden under civil contracts or disguised employment relationships. Labour inspection was given a large role in this respect, was endowed with more powers (including increasing fines) and the number of inspectors was increased in several countries despite the general tendency to reduce the number of civil servants.

## 10. Ministry of labour as facilitator of social dialogue

Social dialogue presupposes the existence of autonomous social partners capable to regulate their own mutual relations. However, this autonomous regulation by social partners themselves requires a system of institutional support by governments. Governments formulate public policies towards various areas of social and political life, including labour relations, and to implement these policies, they have at their disposal legislative and administrative tools. Out of the three partners that interact in social dialogue, the government has the highest influence on shaping it, and as the representative of public interest, the ultimate responsibility for its successes or failures.

This institutional support takes different forms, as the government acts in the field of labour relations as a legislator and administrator, but invariably also as the biggest employer.

As a **legislator**, creates substantive and procedural rules, establishing basic employment conditions as well as processes of labour relations. A legal and institutional framework is thus established, within which various forms of social dialogue take place.

As an **administrator**, promotes smooth functioning of labour relations by providing various kinds of services, tools and administrative mechanisms, by inspecting compliance with laws and by guaranteeing enforcement of legal provisions. For example, by creating judiciary and extra-judiciary conflict resolution mechanisms or by facilitating resolution of industrial conflicts by providing macroeconomic data, mediating between the parties, facilitating communication and negotiation through the establishment of negotiating bodies,<sup>29</sup> extending the scope of branch agreements, enforcing agreements through labour judiciary it facilitates collective bargaining. It also provides support (administrative or material) to tripartite bodies.

As an **employer**, the government acts as a partner of employees of the public sector in the national system of negotiations or consultations on their employment conditions. The impact of the government's behaviour on its own employees goes however, beyond the public sector, as to some extent, the government as an employer gives an example: it is not by accident that where public sector labour relations are harmonious, for example in

---

<sup>29</sup> For example sectoral joint bargaining commissions are sometimes chaired by the representative of the Government (e.g. in France) or tripartite commission for sectoral social dialogue are created under the responsibility of individual ministries (e.g. in Romania).

---

Scandinavian countries, also labour relations in the private sector show more signs of smooth relations.

How the government implements the above roles, especially how it uses its legal and administrative prerogatives, whether it actively promotes labour relations or leaves more room for social partners themselves, or whether it furthers social dialogue or whether it understands it only as a burden, is a reflection of the government's political views and prevailing ideology.

A rather detailed guideline on how the Government should proceed not only in regulating areas most often associated with labour relations (such as freedom of association or the right to bargain collectively), but also on how to develop social dialogue in various policy areas such as employment, social protection, human resources etc., is provided by various ILO Conventions and Recommendations. Most of the ILO standards require that the government elaborates its labour-related measures in consultation with social partners. For example, in the field of employment policies, governments are required to consult representatives of the people who will be affected by the measures to be taken, especially representatives of workers and employers "with a view to taking fully into account their experience and views and securing their full cooperation in formulating and enlisting support for such policies".<sup>30</sup> Social dialogue is not only an objective by itself, as it enlarges democracy and contributes to healthy relations between the State, employers and workers, but it is a tool contributing to achieving objectives of decent work. The practical question is which branch of Government is – or should be – responsible for the promotion of social dialogue?

The extension of social dialogue in areas that go far beyond the traditional scope of national labour policies means involvement of a wide range of ministries (other than ministries of labour) especially those of finance, economy or industry. Labour ministries are still, the most obvious channel for tripartite consultations and remain largely responsible for labour relations institutions and labour legislation. The 2011 ILC Report analyzes and highlights, for example, the unique role of labour ministries in administering the secretariats of national tripartite bodies or in promoting dialogue between employers and workers, providing them with a wide range of services or involving them in the administration of agencies under their purview (Box 5).

This privileged relationship between ministries of labour and social partners is a unique feature of labour administration, which gives labour administration its special role, status and influence among other governmental bodies. Since their creation, it was the ministries of labour that, among all government departments were invested with the decisive role in the labour relations area. In fact, to a large extent they were created for this purpose and looking at their current mandate, in most countries they still have this role, whether it is reflected in their title or not. As such, they are also the main interlocutor of social partners in all kinds of consultations and negotiations.

---

<sup>30</sup> Convention concerning Employment Policy, No. 122 (1964).

---

**Box 5. Relationship between labour administration and social partners  
in Convention 150 and Resolution 158**

The Convention No. 150 envisages three types of relationships between labour administration and social partners:

- Delegation of certain labour administration activities to employers and workers' organizations (Art. 2).
- Arrangements, within the labour administration system, for mutual consultation, cooperation and negotiation (Art. 5).
- Provision of services and technical advice to employers and workers (Art. 6).

The Labour Administration Recommendation No. 158 (1978) clearly identifies labour relations, besides labour standards, employment and research in labour matters, as one of the key functions of the national system of labour administration (Part II, Art. 7).

This Recommendation reflects the reality as described in most of ILO labour administration audit reports. These functions are mostly concentrated within ministries of labour or in various agencies and other public entities<sup>31</sup> or advisory bodies under their purview. No other ministry within the government has such a scope of responsibility for relations with employers and workers.

*Source: ILO*

With social dialogue gradually extending to nearly all areas of economic and social life, relations were built between many other government departments and employers and workers' organizations, either bilaterally,<sup>32</sup> or within national tripartite bodies.<sup>33</sup> However in spite of rare exceptions, the key role and responsibility of labour relations nearly always remains with the ministry of labour or its functional equivalent. It is there where labour codes, labour relations and legislative acts regulating employment conditions and relations between employers and workers are prepared, often in consultation with interested parties. It is also there where the ratification of ILO Conventions is usually initiated and discussed, where the responsibilities for their implementation lie and where reports on ratified conventions are drafted. It is most often there, where tripartism is implemented through various tripartite councils, committees, conferences and similar meetings. Even if national advisory bodies are sometimes formally chaired by the Prime Minister or the minister of finance or economy, labour ministries are usually required to oversee their administration, and they contribute largely to their agenda which is most often related to issues under the labour ministry's mandate.

Most labour ministries have a special unit dealing with employers' – employees relations. In the case of Irish Departments for Jobs, Enterprise and Innovation (DJEI), this

---

<sup>31</sup> Quite typically, dispute settlement services are entrusted to agencies under the responsibility of the labour minister, but often outside of proper ministerial structures, such as Conciliation and mediation agency (CCMA) in South Africa, Federal mediation and Conciliation Service (FMCS) in the USA or Advisory, Conciliation and Arbitration Service (ACAS) in the UK.

<sup>32</sup> For example between branch ministries and employers and workers' organization from respective economic sectors.

<sup>33</sup> These bodies very often comprise of representatives of other ministries, especially « economic » ones, the mandate of which is related to the field of labour such as ministries of education, vocational training, migration, health, social protection and similar. For example, the Czech Council for Economic and Social Agreement (RHSD), established in 1990, is chaired by the Prime Minister (while the Labour Minister acts as his deputy) and the government is also represented by ministers of finance, transports, regional development, industry and commerce, and agriculture. While the RHSD is an advisory body of the government, its secretariat and its functioning is assured by the labour ministry. A similar arrangement exists in many other countries.

---

role is given to the Industrial Relations Section, responsible for developing and implementing sound industrial relations policies. This section does this by administering and developing industrial relations policy and machinery and by contributing to the promotion and development of the partnership approach to industrial relations at the level of the enterprise (Box 6).

**Box 6. Industrial Relations Section within the Department  
for Jobs, Enterprise and Innovation (Ireland)**

Areas of responsibility of the Industrial Relations Section:

- Industrial Relations Legislation administering a number of Acts concerning industrial relations
- Trade Union Matters providing discretionary grants to unions and granting trade union negotiating licences
- Monitoring of Industrial Disputes as to emerging trends and duration of disputes. Liaison is maintained with the Labour Relations Commission and the Labour Court.
- Policy issues relating to the National Minimum Wage The Industrial Relations Section deals with policy issues related to the operation of the National Minimum Wage Act in 2000, came into operation on 1 April, 2000.
- Employee Involvement in the Workplace (information and consultation/participation) deals with a certain number of legislative texts, including Cross Border Merger (SI 157 of 2008) Regulations, European Company Statute (SI No.623 of 2006), European Co-operative Society Statute (SI No. 259 of 2007) or Worker Participation (State Enterprises) Act 1997 – 2001.

Source: <http://www.djei.ie/employment/industrialrelations/role.htm>

In parallel, a specific role in developing social dialogue and promoting labour relations is played by other public bodies or agencies attached to the ministries of labour, especially by labour inspection, public employment services or dispute resolution mechanisms.

As discussed earlier, labour inspection is the main instrument of the State that enforces labour legislation and that helps employers in implementing labour laws. It provides strong incentives towards compliance with laws, preventing unnecessary conflicts at the workplace and contributing to better relations between the two parts of the industry. Advising both employers and workers on their mutual rights and obligations often implies helping them – without however, being involved in the formal dispute settlement proceedings<sup>34</sup> – to find mutually agreeable solutions; labour inspectors thus contribute to better communication and cooperation at the enterprise level. In fact, many inspection visits and other inspection activities are done as a follow-up to complaints from workers – often through their trade union organizations or occupational safety and health representatives.

On the other hand, national social partners' organizations can contribute to improved planning and management of labour inspection, for example, by advising on targeting inspection activities and by identifying problematic sectors or problems that should be addressed by inspection. Social partners can also help to increase awareness of their members on labour legislation issues, health and safety regulations or the role of labour inspectors. Quite often, major goals of inspection are established in consultation with social partners. Such cooperation is also necessary at the enterprise level, where the appointment of

---

<sup>34</sup> The Labour Inspection Recommendation No.81 (1947) states that the functions of labour inspection should not include that of acting as conciliator or arbitrator in proceedings concerning labour disputes (Art. 8).

---

occupational health and safety (OSH) representatives or committees,<sup>35</sup> working in close cooperation with labour inspectors, contribute to a substantial reduction of work related risks.

Public employment services (PES), another key component of national labour administration systems, play their specific role in promoting social dialogue by providing various services to both workers and employers and in some countries, the social partners are also associated with their management. A close relationship between PES and social partners is envisaged in the Employment Service Convention No. 88 (1948) that requires:

- creation of advisory committees for the cooperation of representatives of employers and workers in the organization and operation of the employment service and the development of employment service policy (Art. 4 and 5);
- that PES and other public authorities shall take all possible measures in cooperation with employers and workers organizations and other interested bodies to encourage full use of employment service facilities by employers and workers on a voluntary basis (Art. 10).

Similarly, social partners are often attached, in advisory or even a management position, to the administrative bodies of social security or vocational training, and obviously to bodies in charge of dispute settlement.

## **Part II: Recent ILO action to strengthen ministries of labour**

The ILO has had a long standing commitment to strengthening ministries of labour. ILO's commitment to capacity building for its constituents, particularly for ministries of labour and their labour inspection component delivered various forms of technical assistance and technical cooperation activities. This cooperation covers practically all areas of labour policies, including assistance in elaboration of laws or policies or capacity building of institutions.

The traditional focus of the ILO on assistance to ministries of labour and other components of national labour administration systems, that culminated by adoption of the ILO Labour Administration Convention No. 150 in 1978, was in the following decades diluted by several changes in the ILO agenda on labour administration and labour inspection. The creation of the Labour Administration and Inspection Programme (LAB/ADMIN) in April 2009 was aimed at enhancing ILO's assistance to labour administration, in particular to ministries of labour and national labour inspection systems, by creating a specialized unit with a coordinating role, ensuring policy coherence and coordination on labour administration matters. This reinforced focus on governance matters was further strengthened in 2013 by the establishment of the ILO Department for Governance and Tripartism.

The experience of the last four years demonstrated that the ILO constituents largely benefited from these organizational changes. The demand for support for labour ministries and labour inspection services in particular increased after the discussion during the 100th session of the ILC in 2011 and when the 312<sup>th</sup> Session of the Governing Body adopted the ILO Action Plan on Labour Administration and Inspection<sup>36</sup> establishing policy objectives.

---

<sup>35</sup> Different kinds of cooperation between OSH representative or committees and labour inspection is envisaged by law in all EU member states, but also in countries such as Angola, Australia, South Africa or Tanzania.

<sup>36</sup> GB.312/POL/6.

---

The increase of interest in institutional matters among ILO constituents can be to some extent attributed to the worsening of the economic and financial situation in many countries, requiring public administration to become more efficient and obliging thus the ministries of labour to modernize their structures, improve their management and provide high quality services while implementing cuts in their budgets. The current economic crisis also exacerbated discussions about the role of labour policies in modern economies and as a result, also the discussions about the role of ministries in charge of policies.

Recent democratization trends in some parts of the world, especially in Northern Africa and the Middle East countries, also largely contributed to increased interest in reforming labour administration, as policies, administration, laws and regulations had to adapt to new conditions. The implementation of basic human rights and freedoms, including the freedom of association, emergence of free trade unions and employers organizations, the necessity to engage them in policy making through creation or revitalization of effective tripartite mechanisms, as well as the need to help employers and workers settle their disputes, all this contributed to enhancing the role of labour administration as the key player in the development of the new labour relations in countries undergoing such transformations.

There are three main approaches on how the ILO can support national labour administration systems:

- through the **implementation of needs assessments** (institutional audits) of ministries of labour and other components of labour administration system, such as labour inspections;
- through providing **technical advice and assistance** to individual countries or regions;
- through developing “**global products**” (research and training tools) addressing selected issues that are common to labour administrations in the world.

## 1. **Assessment of needs of labour administration and labour inspection**

Taking into account the limited resources available for technical cooperation, it is crucial for ILO interventions to be based on a solid analysis of the needs of national labour administration systems. The most comprehensive method used by the ILO, improved by many years of practice, are needs assessment exercises, known among ILO constituents also as “audits” of labour administration/labour inspection. During the period 2006-2013, nearly 40 audits were elaborated at the request of governments concerned.

These audits serve a double purpose. First, they represent a unique source of knowledge on developments in labour administration (including institutions, regulations and procedures, staff, budget), throughout the world, helpful for both the country concerned and the ILO itself. Technical memoranda, that summarize audit’s findings and recommendations, are not based on simple desk review, but they mainly reflect an interaction between ILO experts, the country’s administration and social partners. Second, they are not purely descriptive, but they contain a set of recommendations based on best comparative practices, ILO standards and guiding principles. In most cases, they result in a work plan,<sup>37</sup> identifying measures that are to

---

<sup>37</sup> For example, in Costa Rica, upon a request from the Labour Minister, an audit (needs assessment evaluation) of the labour inspection was carried out by ILO. Information was compiled both at the central level and from some of the local offices in order to analyze the functioning of the labour inspection and in order to present recommendations to the Labour Ministry. These recommendations were presented in a workshop, and afterwards, an action plan for the improvement of the labour inspection was developed. Also a Labour Ministry commission has been set up by the Labour Minister,

---

be taken to address identified gaps. It should be noted, that audits always deal – among other issues - with labour relations matters and that consultations with social partners (including the staff unions representing the public servants of the administration concerned) are part of the auditing process since the views and opinions of social partners about the functioning of labour administration provide a very important feedback.

It is evident, that the capacity of labour administration to promote compliance with labour laws is the central preoccupation for both social partners and especially workers who worry about the incapacity of the State to enforce correct payment of wages, respect of legal working hours, or health and safety regulations, etc. There are different reasons for this. The most evident and frequent is weakness of the central inspection authority, which does not assume its policy setting, coordinating and management roles. Many labour inspections also suffer human resources related problems (low status of inspectors, inconsistent and unfair recruitment and selection process, insufficient or haphazard training; poor motivation; ethical issues), lack of resources available to inspectors (especially lack of transport and communication means); insufficient coordination among inspection and supervisory agencies; sometimes only sporadic communication with social partners resulting in low awareness on labour laws and regulations as well as lack of feedback. A general problem and not only in the developing countries, is the incapacity to collect, process and analyze data related to labour administration and inspection matters. The latter makes effort to measure impact of inspection activities difficult and the lack of comparable data prevents international benchmarking.

## **2. ILO's technical assistance and its impacts in priority areas**

Taking into account the labour administration needs and challenges as identified in needs assessment reports, the ILO has been targeting its technical assistance on the following areas:

### **a) *Mandate of labour ministry and its place in the labour administration system***

As described earlier, changes in the mandate of labour ministries or, to put it more frankly, their weakening is one of the recent challenges in both developed and developing countries.

While the ILO Recommendation No. 158 suggests what the key functions of national labour administration systems are, there is no universal model describing what should be the scope of the labour ministry's responsibilities. However, how different portfolios are combined can have impact on how policies are formulated and implemented in practice, what policy areas or measures are given priority or what angle is taken in dealing with specific issues.

As labour ministries in many countries had to struggle to maintain their traditional roles, the ILO has been frequently requested to provide its advice; recently, the issues were for example the relationship between the agenda of labour and employment (Namibia); employment and vocational training (South Africa); responsibility for administration of social protection (Swaziland) or for labour and migration policies (Maldives). It should be noted that the impact of such advice is rarely immediate as the final decision is taken by the

---

and this will coordinate the implementation of the action plan, with technical support of the Project. In Sri Lanka, the audits recommendations resulted in adoption of the National Labour Inspection Policy.



---

country's highest authorities. However, for example in Belize, following the ILO audit in 2010, the Ministry of Labour recuperated the prime responsibility for issuing work permits (formerly it had solely an advisory role). In Colombia, a proposal was elaborated on the organization of the labour policy sector. In Peru, following ILO advice, the Ministry of Labour created a new Department of Migration (2010). In general, the ILO recommendations concerning the ministry's mandate, often based on examples of other countries, are often used by labour ministries when they lobby for wider responsibilities and functions.

**b) *Policy making, planning, measurement of performance and evaluation of policies***

The current focus of labour ministries on improvement of quality of services provided to the population and a strong accent on their cost efficiency, can paradoxically lead to underestimation of the ministry's policy-making and strategic role, which becomes less proactive and only reacts to current developments. Labour ministry then focuses on partial measures such as amendments to laws, improvements of the ministry's management, expansion of new technologies or simply on cutting of costs, while nation-wide policies might be losing their coherence. In other cases, the ministry adopts its vision, mission and strategic objectives, but these objectives are not sufficiently anchored in their annual plans; as a result, clear indicators are missing, making thus evaluation of policies and their outcomes difficult. Sometimes annual plans of ministries are elaborated without budgeting of costs of planned activities; non-achievement of objectives that were not underpinned by budgetary allocations which then lead to the frustration of the ministerial staff. Lack of evaluation and difficulty to demonstrate impacts, result in mistrust in labour administration's capacity to address societal issues and consequently further diminishes its role.

The ILO has been regularly required to provide assistance in the elaboration of policy documents, especially strategic or annual plans. More recently, it has also been asked to provide guidance on measurement of performance and evaluation of policies.

As indicated by the Labour Administration Convention No. 150, the common goal of all public bodies involved in labour administration is their involvement in national labour policies. Recently, the ILO supported elaboration and adoption of such comprehensive policy documents in Benin, Burkina Faso, Mali, Senegal and Togo. China, benefiting from ILO consultations and support, adopted its development plan for labour and social security; in fact, Decent Work Country Programme (DWCP) in China has integrated labour inspection into almost all ILO projects and programmes, such as projects on anti-discrimination, young migrants, Occupational Safety and Health (OSH), Corporate Social Responsibility (CSR) or HIV/AIDS.

In other cases, Governments require assistance with formulation of strategies and policies dealing with a specific area. For example, the ILO in several cases contributed to formulation of proper labour inspection policies, taking into account good international practice, but also requirement of the ILO Labour Inspection Convention No. 81. For example in China the national labour inspection development strategy provided inputs into the 12<sup>th</sup> five-year plan (Box 7).

### **Box 7. Strengthening the enforcement of labour laws in China**

To improve the governance of the labour market, China has recently updated its Labour Law by adopting three important laws in 2007, namely Labour Contract Law, Employment Promotion Law and Law on Labour Disputes' Conciliation and Arbitration as well as Social Insurance Law in 2010.

At the same time, the government attaches importance to strengthening the enforcement of laws through the improvement and modernization of the labour inspection services. At the end of 2011, China had established 3,291 labour inspectorates staffed by 25,000 labour inspectors. Labour inspectors have played an active role in ensuring migrant workers' equal access to the public employment services, signing labour contracts with employers, getting their salaries paid and being insured by social insurance. Within the framework of the ILO/NORWAY Project on Strengthening Labour Inspection Services, more than 200 labour inspectors' trainers have been trained to help build up services' capacity of labour inspectors.

Facing the challenges and exploring innovative ways of strengthening labour inspection services, in early 2009 the Chinese Government launched a national pilot project of "Twin Networks' Management" in 60 cities aiming at building a modern, efficient and dynamic labour inspection system to provide its quality services to all employers and workers, based on the experiences gained by the cities like Shanghai and Chengdu. One network is a grid-based inspection responsibility system. Under the system, cities, towns and rural areas are divided into grids, and labour inspectors and labour inspection assistants are assigned to each one to collect each company's baseline data and employment practices. The other is a computer-based information network. The information gathered on each company, is entered into the database and cross-referenced with information on social security contributions, any previous labour law violations and/or any apparent risks, to prioritize future inspections. Since 2011, the Government decided to roll out the Twin Networks' Management into all cities in the country.

The Twin Networks' Management and other public service components of the labour administration such as Public Employment Services are all built based on the National Golden Social Insurance Project, which provides an integrated information platform for efficient and transparent services to employers, workers and the public.

*Source: ILO*

In Sri Lanka, the draft of the labour inspection policy based on ILO guidelines was submitted to the national tripartite body and will be finally launched at the National Labour Inspection Conference in 2013.<sup>38</sup> In several Arab countries, based on ILO's audit recommendations, labour inspection action plans adopted or national occupational safety and health policies were elaborated. For example, in Jordan, the national labour inspection policy and enforcement strategy were revised and updated, in consultation with social partners and other stakeholders. Based on ILO advice and assistance the labour ministries improved their planning capacities in Central American countries, such as Costa Rica, Honduras, Dominican Republic and Guatemala, where the ILO provided support to carry out specialized workshops and where, as a result, institutional plans were developed (Box 8). LAB/ADMIN also directly assisted several countries in designing national training plans for labour inspectors.

---

<sup>38</sup> Labour Inspection Audit, 2012.

**Box 8. Enhanced planning capacities in the labour administration system  
are essential for the implementation of the national labour policies**

In the framework of the support provided by ILO through the “Verification Project” for the strengthening of the labour administration system in the countries of Central American and Dominican Republic, it has been found that it is fundamental to support the institutions in strengthening their strategic planning capacities.

Traditionally, the Labour Ministries’ “planning” was often reduced to establish activities for each Labour Ministry Unit or Department and information was scarcely shared among the different Units regarding their planned activities and less with other institutions. In general, it seems as if the Labour Ministry units historically have worked more in a reactive way, giving individual responses to reports and demands for services generated by the workers, employers and their organizations, than providing integral responses to the challenges of the labour market, being unemployment, labour rights violations, low levels of social security coverage or of social dialogue among workers and employers, just to mention a few.

In countries such as Costa Rica, Honduras, Dominican Republic, Nicaragua, El Salvador and Guatemala, ILO has supported the Labour Ministries at the national and local level in establishing more precise objectives and goals in the framework of the national policy priorities and often with the participation of social partners and other institutions, and to develop and monitor action plans.

Some of the general results of the support provided have been the following:

- Great interest and willingness to carry out strategic planning has been raised or enhanced at all levels both inside the Labour Ministries as well as with the social partners in tripartite settings in order to operationalize the national labour policies.
- Strategic planning (establishing objectives, indicators, outputs, activities, responsibilities and the timeframe) has taken place both at the national level as well as at the local level on diverse general and specific topics, such as how to strengthen the labour administration system, labour inspection, compliance and dissemination of labour rights and others.
- The sessions for strategic planning have resulted in greater coherence of the institutional responses and the sharing of information among the diverse units and sectors, thus facilitating the implementation of strategies and activities.
- Result-based management is becoming more familiar to the institutions and an incipient monitoring culture of action plans has been installed.
- The participation of social partners in the monitoring of action plans has been an example of transparency and good governance.

*Source: ILO*

Within the project ADMITRA, focused on francophone Africa, assistance was provided in elaboration and adoption of a Methodological Guide for Labour Inspection in countries such as Benin, Mali, Mauritania, Niger, Senegal and Togo. Similar guides to labour inspectors were also developed in Bahrain, Kuwait, Occupied Palestinian and a number of Gulf States.

In South Africa the ILO provided comments on drafts of strategic and annual plans of the labour ministry and advice was provided on the ministry’s performance management system. In Lesotho, ILO assisted the labour ministry in the adoption of a strategic plan for 2014 -2019.

In some countries a system for monitoring an evaluation of inspectors was developed (Box 9).

---

### **Box 9. Support to performance management of labour inspection in Europe**

Advice on planning, coordination and performance indicators was provided in selected European countries, focusing on sensitive and high risk economic sectors, such as agriculture and construction. Various methods were used, such as training of labour inspection managers and trainers, organization, monitoring and evaluation of results of inspection campaigns, elaboration of guidelines concerning communication and inspection campaigns, drafting of monitoring charts to assess results of inspection campaigns or development of management tools to plan, monitor and report on inspection activities for control of undeclared work.

As a result, managers of labour inspection are more informed on modern management practices (Moldova, FYR Macedonia, Ukraine) or on methodology of inspection campaigns in agriculture and construction (Moldova) or construction (FYR Macedonia). The ILO support also helped to provide labour inspectorates with detailed guidelines on how the information and enforcement functions can be organized in the form of campaigns. Labour inspectorates were also provided with simple management tools to collect results of inspection and with the know-how on planning, monitoring and reporting. In Ukraine, involvement of social partners in the project helped mutual communication and cooperation in determining labour inspection's mission, vision, strategic and operation plan.

*Source: ILO*

### **c) *Restructuring, coordination and fostering partnerships.***

The ILO is very frequently asked to give advice on internal restructuring of the ministries of labour or of public agencies under their purview. While such an advice must be tailor-made and adapted to the country's needs, tradition, size, ministry's mandate, etc, it should always pursue some elementary objectives for example:

- Clarity of reporting lines
- Fair division of labour
- Creation of homogeneous clusters
- Horizontal cooperation and coordination
- Efficient sharing of scarce resources

Ministries of labour are often complex organizations. The key challenge of their organizational design is how to properly divide work and how to coordinate the work once divided, both vertically between supervisors and subordinates or between headquarters and field offices and horizontally between ministerial units. The final objective is to organize different components of the organizational structure into one functional organism.

The formal structure of the Ministry is however only one of the elements of organization. Ministries of labour operate in a complex environment that has an impact on organizational choices. Among the most significant environmental determinants, there are elements such as the overall economic and social situation, government's political priorities, budgetary allocations, legal and administrative framework and traditions, etc. Also the geographical determinants are important, including the size of the territory, density of population, territorial repartition of main industries as well as quality of transport and communication infrastructure. These geographical elements are important especially in determining the field structure and its relationship with the headquarters.

Any structural reorganization should also take into account the human aspects, as people should not be treated only as instruments for organizational purposes and the fairness of the process of restructuring is important for its results. For this reason, the ILO – while providing this service to governments of its Member States – is always taking into account also the opinion of employees, especially of public servants employed in ministries of labour and related agencies and regularly involves their staff union in discussions on internal organization matters.

---

It is also important to note, that the formal organization should also take into account the informal organization that includes internal administrative culture, norms, values and networks. Informal structure is particularly important to ensure horizontal linkages, especially exchange of information or coordination between units without the necessity of intervention of supervisors overseeing both units. The formal structure can impact on informal organization for example by creation of focal points, liaison officers, tasks forces, full time coordinators or even project teams, when cooperation between units requires extensive and long lasting cooperation on large-scale or innovative projects.

In South Africa, based on recommendations of the audit implemented by the ILO in 2009, DoL implemented internal reorganization involving strengthening of the central authority for labour inspection, putting all inspection and enforcement units under the responsibility of the Chief Inspector, subordinated to the Deputy Director General.

Similarly, with ILO support, labour ministries in Honduras and El Salvador, developed proposals for the improvement of the internal organization resulting in decree proposals (Honduras) and in a draft Law on the Organization and Functions of the Labour and Social Welfare Sector was developed and finalized.

In China, a 3-layer labour inspection network was established, covering provinces, cities and prefectures with 23,000 full-time labour inspectors; the ILO's support to training of trainers was a key for the success of the capacity building strategy.

Both LA Convention No. 150 and LI Convention No. 81, require that labour administration and inspection system should be properly coordinated.

Insufficient coordination is among the regular findings of most labour administration and inspection audits and is dealt with by several technical cooperation projects. For example, a study on internal and external coordination has been recently done in francophone African countries such as Mali, Mauritania, Niger, Senegal and Togo. In countries like Cost Rica, Dominican Republic, Guatemala and Honduras, improvement of coordination and management of labour administration system was promoted by development of pilot programmes at the local level, supported by the ILO with technical and financial assistance.<sup>39</sup>

In several countries, process of decentralization of labour administration, often based on constitutional changes, led to de facto existence of several, largely or totally independent, levels of labour administration with their own competencies. In extreme cases, labour administration functions were transferred to provincial governments which led thus to the creation of several largely independent labour administration systems in one country. The ILO was asked to provide an opinion on the effects of decentralization in countries such as India, Indonesia, Pakistan or Uganda. Recommendations concerning the relationship between the Ministry and its field offices were provided in countries such as Belize, or Surinam. On the other hand Namibia and Lesotho were recommended to strengthen the administrative authority of provincial district offices that sometimes operate in remote and scarcely populated areas, and should have a higher autonomy in every day decision making. In fact, the relationship between headquarters and territorial labour offices is one of the most frequent

---

<sup>39</sup> The purpose of these pilot programmes is to extract lessons at the local level that can be applied at the national level and to demonstrate that common goals can be reached with the participation of different institutions and with increased planning capacities installed. ILO-supported planning exercises in these countries also helped to improve internal coordination among different departments of labour ministries that formerly merely shared information and much less established common goals to be achieved.

---

areas dealt with by the ILO technical memoranda following labour administration and inspection audits.

In Indonesia, where the ILO facilitated discussions between the central and regional government in at least 20 provinces, new presidential decrees were issued requiring systematic coordination on labour inspection between central and regional government. Recommendations were made to the government towards improved better planning at the central level through improved data collection and reporting, and on overcoming the geographical isolation of many labour offices through an integrated information system.

As discussed earlier, implementation of labour policies often requires collaboration between the labour administration system and other ministries and public authorities. The ILO in many instances helped to establish, strengthen or even institutionalize this cooperation. In South Africa, the ILO helped to organize in 2010 a national labour inspection conference, which launched the process of bilateral and multilateral meetings between the Department of Labour and other ministries and public institutions. The stakeholders meeting in 2012 (attended by employers and workers representatives) confirmed the coordinating role of DoL and called for conclusion of the memoranda of understanding between government agencies in the implementation of the requirement of the Labour Inspection Convention No. 81. Similarly, the ILO helped to establish channels of cooperation between ministries of labour, health, civil defence, social security and vocational training corporations on occupational health and safety in a number of Arab countries and advised the government on collaboration between state supervisory bodies in Ukraine. In Dominican Republic, the ILO helped to negotiate an inter-institutional agreement between the labour ministry and the National Professional Technical Training Institute (INFOTEP) so that the Ministry could train INFOTEP personnel on labour rights and the special module on labour rights was included in INFOTEPs students' education programme.

For labour inspection to be efficient, it must be also supported by the judiciary system. The ILO helped Governments to develop this cooperation at the national level, but it also helped to exchange good practice in this field, for example by organizing a workshop between neighbouring countries (e.g. in Benin, Mali, Mauritania, Niger, Republic of Central Africa, Senegal and Togo). Similarly, ILO also provided systematic support to various regional labour administration centres, such as the African Regional Administration Centre (ARLAC), (ACLAE) and African Regional Centre of Labour Administration (CRADAT).

**d) *Collection of data, reporting and introduction of new technologies***

One of the most common weaknesses of the labour administration management system, and not only in developing countries, is lack of reliable data. Not only the labour market indicators are missing or are not trustworthy, but also sometimes administrations do not have data on day-to-day functioning of their offices, making it difficult to make informed decisions. Significant efforts were done by the ILO to help in these areas. For example, in the Caribbean region assistance was provided in the development of tailor-made and computerized labour market information. St. Vincent and the Grenadines launched its first Labour Market Indicators (LMIs) in 2011, involving not only the Department of Labour, but also other government agencies.

Also in the field of labour inspection, existence of objective and comparable data is necessary to manage labour inspection activities, to assess their impact, to assess individual inspectors and also to compare and benchmark national labour inspection system (Box 10).

---

**Box 10. Pilot programme to analyse data collection methods in labour inspection systems in selected countries**

One of the functions of labour inspection is to provide feedback to policy makers, but also to social partners, about the state of compliance with labour laws. Reliable information on labour inspectors' findings helps the policy makers to adopt corrective actions, to amend the laws and improve regulations on safety and health. Labour inspection data are also important to the evaluation of the efficiency of the labour inspection itself and they enable international benchmarking of national inspection services.

However, there are no standards of generalized methodology to produce national or regional labour inspection statistics. Those that are available in the various countries are mainly taken from official sources, in particular administrative records, where the methodology used to define and treat the data in order to produce useful statistics may not be clearly established and/or may change according to administrative or regulatory determinations. The ministries, labour inspection units or government agencies in charge of collecting and publishing such information have their own requirement and criteria for action, thus hindering the study of trends in the different countries, of comparisons between them, and even the accurate interpretation of the figures.

To address this situation LAB/ADMIN together with STAT launched in six countries from different regions a pilot project to analyze the content of statistics related to labour inspection in the selected countries, focusing on the data collection methods, their suitability considering national and regional needs, including for regional and international comparability. The final report resulting from the pilot programme will include recommendations on the harmonization of LI systems regarding the preparation of statistical information, including definition of comparison criteria used by countries, description of data collection systems, their methodologies and their suitability and draft proposal for data collection methods for statistics.

*Source: ILO*

In many countries, the ILO institutional audits found the lack of standardized methodology of data collection in Ministries' daily activities. For example inspection reports are not written after the inspection visits or even when they are, they are not communicated to higher instances. Monthly, quarterly or annual reports from field offices are not properly elaborated or sent to the central authority. Another common problem is that information, even if existent is not presented in a more systemized way. Labour inspection reports are just a compilation of rather disparate data that are not a good basis for further analysis. In such circumstances, it is difficult to expect that labour inspection can fulfill one of its essential roles, that of informing policy makers about the real situation at workplaces and to help them in taking corrective measures.

The introduction of information technology may be one way to improve gathering, analyzing and sharing of information between labour inspectors and managers across the country. In many countries, the ILO helped to introduce new technologies, especially in the collection and processing of data in labour inspection or in systemization of information on labour conflicts. For example, in Jordan the ILO provided capacity development support to the Directorate of Labour Inspection at the Ministry of Labour to modernize labour inspection processes and to automate all labour inspection systems at the Ministry. In countries like Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, or Nicaragua, the ILO helped the labour ministries to periodically collect and analyze the data, both quantitative (number of labour inspectors and inspections implemented, the coverage of labour inspection, labour ministry budget), and qualitative information. Thanks to ILO intervention, high officials learned how to handle and analyze data produced by their administration. As a result of the ILO Project, three labour ministries in the Central American region (Costa Rica, Dominican Republic and Honduras) improved their capacity for information gathering and two of them (Costa Rica and Honduras) have produced a statistical yearbook with the ILO support and it is under way in other countries of the sub-region. In Costa Rica and in Honduras, the ILO helped to create an electronic database of collective bargaining agreements and the Costa Rican Labour Ministry renewed its public website enabling consultations from the public. In Costa Rica, software was installed in the Labour Ministry Office to facilitate the follow up to the Strategic Plan. In some countries (e.g.

---

Guyana, Kenya and Namibia) the ILO recommended a more efficient use of new technologies in the service of labour administration and inspection. In Moldova and Ukraine, the ILO helped to introduce an information management system for senior labour inspectors. In Ukraine, an on-going support is provided in developing a registration system for the labour relations labour inspectorate, providing information on employers, workplaces and inspection activities. In Sri Lanka, a new automated labour inspection scheme was launched in April 2013, as a result of a US funded project implemented in partnership with the ILO.

In many countries, the ILO helped to improve the operational part of labour inspection by assistance in developing basic inspection tools, such as checklists, inspection forms, labour inspection manuals and guides, monthly or weekly work plans and reports.

**e) *Labour administration and the promotion of tripartism***

Promotion of tripartism is one of labour administration's key functions. At the same time, many labour administrations throughout the world involve representatives of employers and workers' organizations in their own structures and management systems. It can be thus said that tripartism is part of labour administration's governance in many countries. Promotion of tripartism within labour administration, (governance of labour administration,) has been one of the ILO's most frequent interventions.

In some countries, for example in Afghanistan, Namibia, South Africa or Sri Lanka, the ILO helped to launch discussions about the best ways of institutionalization of tripartite dialogue on enforcement of labour standards through national tripartite bodies, their specialized sub-committees or specialized labour inspection or safety and health tripartite bodies at the national or local level.

In many countries, for example, in Belize, India, Indonesia, Macedonia, Moldova, South Africa or Ukraine the ILO activities helped to increase collaboration between labour administration and social partners through various methods, such as meetings with stakeholders, involvement in training or through raising awareness on the role of labour inspection and its respective functions. The purpose of this kind of activity is to improve the knowledge of employers and workers' representatives on how the inspectorates work, what are the obligations and powers of inspectors and to ensure the understanding that a strong role of labour inspectors, combined with social responsible enterprises and sound labour relations can be a win-win strategy for promoting sustainable development.<sup>40</sup> In Indonesia, the ILO helped to develop consultations between the labour ministry and social partners, as well as with public agencies involved in labour inspection. In Tanzania, a Tripartite Committee on Inspections was established in 2011, following the ILO recommendation.<sup>41</sup>

In several countries of the Caribbean region (Grenada, Bahamas, Suriname, St. Vincent and Grenadines, St. Kitts and Nevis, and St. Lucia) tripartite workshops helped build conciliation, mediation and negotiation skills; in Grenada, as a result, the Labour Advisory

---

<sup>40</sup>For example, the Verification Project in Central America and Dominican Republic supports Labour Ministries, trade unions and employers' organizations in the dissemination of labour rights. It is expected that they will be able to disseminate the labour rights in a more strategic and effective way in the future and that they multiply by themselves the labour rights in different scenarios. Various tools are used to this effect: leaflets, information kits, support to trade union dissemination plans, support to employers' organizations in putting into place their own communication strategies, support to training institutes and other public institutions.

<sup>41</sup> Labour administration and inspection audit, 2010.



---

Board was revitalized, similarly to Aruba. The ILO also helped to reinforce capacity of the Tripartite Commission of Social Concertation in Cape Verde and also supported revitalization and development of structures and capacities of bodies such as National Committee for Combating Human Trafficking (Jordan) or the National OSH Committee (Occupied Palestinian Territories and Oman). Improvement of the enforcement of labour rights was discussed at regular tripartite workshops, organized by the ILO in Costa Rica, Dominican Republic, Guatemala, Honduras and Nicaragua, where the focus was on the follow up of recommendations of the White paper on strengthening of labour institutions. In Ukraine, through a tripartite meeting, information resources were developed on working conditions and undeclared work.

In other countries, the ILO supported training programmes for workers and employers representatives on labour inspection and relevant international labour standards. Some of these interventions were also held at the sub-regional level, such as the tripartite sub-regional workshop on inspection campaigns for undeclared work and occupational safety and health (Albania, FYR Macedonia and Moldova, with the participation of Belgium, France and Portugal).

#### **f) *Human resources development***

While ILO Conventions provide for existence of sufficient human resources as a precondition for proper functioning of labour administration and labour inspection, audits in many countries identified serious insufficiencies not only in numbers of officials, but also in their qualification, training, selection, evaluation and remuneration. Not surprisingly, the ILO has been very frequently requested to intervene in this area, as any labour administration or inspection cannot carry out its tasks effectively without an adequate number of staff, appropriate conditions for hiring, training and service, in other words without professionalization of the labour inspection service.

First of all, in many countries the ILO turned the attention of the authorities to the fact that the number of inspectors is so low, that even with the most efficient use of these human resources labour inspection is not capable to cover a significant proportion of enterprises and workers. Even if the ILO cannot directly influence the number of civil servants, it contributed to greater awareness of this problem and encouraged authorities to proceed with hiring additional staff (for example, Angola, Guatemala, Indonesia, Jordan, Oman and Sri Lanka recently increased the number of their labour inspectors). This rise in the number of inspectors has obviously a positive impact on inspections' coverage; for example in South Africa, hiring of additional staff resulted in increase of inspection visits from 147,556 in 2009/10 to 192,129 in 2010/11.

The ILO audits also revealed another weak link of civil services in many countries, the poor career planning, which in many ministries results in aging and demotivated staff. In some countries, e.g. Kenya, the hiring of labour inspectors was stopped as a consequence of structural adjustment programs in the 90s.

However, as general conditions of employment of civil service are usually established centrally for all civil servants, the scope for ILO intervention is limited to advice on possible reforms of legislation or on specific issues, such as the relationship between salaries of labour inspectors and salaries of comparable professions, such as the judiciary or tax collection.

The most visible results were achieved in increasing qualification of labour administrators and labour inspectors and in enhancing the capacity of national administrations to training their own staff. The high priority was also given to increase the capacity of national administrations to formulate their own training policies or programmes. As mentioned earlier, several countries, for example Angola, Bosnia and Herzegovina, China,

---

Haiti, India (states of Bihar and Maharashtra), Moldova, Namibia, Yemen and Ukraine were assisted in elaboration of their national labour inspection training plans using the ILO/ITC training materials and by providing specialized training to senior servants who would themselves serve as trainers for local staff. For example in South Africa, a group of trainers, both from Pretoria Head Office and from provincial labour offices, were trained in both specialized labour inspection disciplines and managerial and training skills using the above mentioned ILO/ITC modules, while SA Department of Labour rolled out a series of provincial training using these trainers. In China, the ILO strongly supported capacity building of large corps of labour inspectors by training 80 master trainers and ILO's work also influenced the setting up of a team of national experts to support the ToT programme. Similar trainings were provided also in several other countries.

While most national labour administrations provide some kind of initial or advanced training to their labour inspector (either directly or through public or private training institutions), in many of them the training provided is limited in scale, rather haphazard and provider driven. Most often, a real training policy, establishing clear objectives and establishing standards for individual categories of inspectors, is missing. The ILO helped to elaborate these policies, or at least launch serious discussion about it, in countries such as India, Kuwait, Jordan, Qatar, Sri Lanka, Swaziland, Tanzania or United Arab Emirates.

In some countries, the ILO assistance contributed to creation or strengthening of labour inspection training institutions, for example in Jordan, where the Ministry of Labour established a Training Centre for Labour Inspection, while in China, establishment of a similar institutions is being considered, following a study visit to France and Spain, organized by the ILO. In Guinea, the ILO supports training of inspectors provided by the Centre for Administrative improvement.

In several countries the ILO contributed to the creation of sustainable training capacity of labour inspection by establishing and training of group of managers or trainers. For example, in Oman, a series of training activities, including IT, communication, language and technical skills contributed to the creation of a strong and effective labour inspection unit that reached 170 members and implemented 12,000 inspection visits in 2010. ILO/ITC training modules were adapted to the Omani context for this purpose.

In other countries, training on fundamental conventions as well as on labour administration and labour inspection convention included not only labour inspectors, but also judges and attorneys (for example in Benin, Burkina Faso, Cameroon, Colombia, Ivory Coast, Mauritania, Madagascar and Niger). In some countries, the ILO helped to implement training destined to the pedagogical staff, national public administration schools and judicial training institutes (e.g. in Benin, Cameroon, Ivory Coast, Kuwait, Mali, Niger, Occupied Palestinian Territories, Senegal and Togo). The ILO also contributed to networking and mutual learning between labour inspectors from countries like Afghanistan, Brazil, China, India, Italy, Portugal and Spain and among French speaking countries in Africa.

Study tours were organized for inspectors from several countries to get acquainted with the most developed labour inspection systems; for example, a study tour of Chinese inspectors in Spain and France focused on training programmes for new inspectors as well as on the job training. In the Caribbean region, exchange of experience was supported on various labour administration related issues, such as dispute settlement, occupational safety and health or trade related issues. The ILO also supported exchange of good practices among member states and regional administration centres, such as ARLAC or CRADAT.

The International Academy on Labour Administration and Labour Inspection took place in Turin on September-October 2011 jointly designed and organized by the ITC and LAB/ADMIN Programme and was attended by 77 participants from 38 countries. Another edition of the Academy is planned for October – November 2013.

---

Exchange of good practice is important not only at the international level, but also within countries, especially in big countries with highly decentralized labour administration. For example in India, activities were organized where states involved in ILO technical cooperation, shared acquired knowledge with other state governments.

### **g) More efficient enforcement methods**

In the last few years, many countries requested ILO assistance in improving their enforcement methods, including more effective sanctions imposed by labour inspection and other measures to make the inspections action more efficient and more dissuasive. An increased interest of member States on sanctions, and on making judicial procedures more expedite, was a frequent focus of ILO labour inspection audits. Benefiting from results of a survey carried out by the ILO in 2010-2011, the ILO advised many governments. For example, Malaysia changed their sanction scheme in 2010, while Nicaragua and El Salvador, supported by the ILO developed in consultation with key sectors, new Acts on Labour Law Procedures.

## **3. Global products, research and publications**

Renewed focus of the ILO on labour administration and labour inspection and the necessity to offer constituents advice and technical assistance based on the most up-to-date knowledge, required own research of recent trends and developments as well as building of linkages and partnerships with other training and research institutions, in particular with the International Training Centre in Turin, and with the academic world.<sup>42</sup>

To raise the quality and consistency of training provided to labour administrators and labour inspectors and to reflect in training both ILO values and best practices in labour administration throughout the world, new training tools were developed in close cooperation with the International Training Centre in Turin, especially training modules on labour administration and training curriculum for labour inspectors. Both products have been tested and used in many countries (and customized to local needs in some of them) as well as at international events such as the already mentioned Labour Administration/Inspection Academy held in Turin in October 2011. The core training curriculum was translated into 12 languages; together with the ITC-ILO a “Users’ training” was carried out where national labour inspectors were trained to use this tool. The existing modules are still being further developed, extended by new ones (e.g. on gender or on freedom of association) and also adapted to national circumstances.

As awareness of social partners of labour inspections’ role is an important condition of compliance with labour laws, guides for employers and workers on the role and functioning of labour inspection systems were developed. These guides were designed to raise awareness among social partners about how labour inspections works, how it can assist the social partners and how employers and workers can collaborate with labour inspectorates to help strengthen the inspectorate’s role in improving working conditions and thereby enhancing productivity. National workshops based on these guides have been carried out in several countries in Europe, the Arab States and Latin America. The guides are also routinely distributed to social partners taking part in ILO labour inspection training activities.

---

<sup>42</sup> In recent years, LAB/ADMIN developed cooperation with researchers from public administration departments from several universities such as University of Birmingham, University of Sheffield, University of Cape Town, Texas University in Austin, the Ca’ Foscari University of Venice and deepened cooperation with several research institutions such as APPAM (Association of Public Policy Analysis and Management), NASPAA, ILERA and ISLSSL.

---

Research has been focused on most topical issues identified by the ILO constituents during discussions of the relevant policy documents at the 100<sup>th</sup> ILC and the 312<sup>th</sup> Session of the ILO Governing Body in 2011. More than twenty studies and working papers have been elaborated since establishment of LAB/ADMIN in 2009, covering various topical issues, for example on international labour standards and guiding principles of labour administration and labour inspection, labour inspections sanctions and remedies, good practice of labour inspection in rural areas, inspection in respect of HIV/AIDS or labour inspection in Export Processing Zones (EPZs). A guide on LI practices in member states of Gulf Cooperation Council (GCC) was also elaborated.

To improve understanding of how labour inspection works in various countries and to help with mutual learning and with policy transfers, LAB/ADMIN has published more than 50 labour inspection profiles following an identical outline enabling the ILO constituents to compare different practices on national labour inspection systems.

In collaboration with the University of Sheffield, a book on “Labour Administration in Uncertain Times: Policy and Practice Since the Crisis”, edited by Prof. J. Heyes (University of Sheffield) and L. Rychly (ILO, Department of Governance and Tripartism), has been written and should be published before the end of 2013 by Edward Elgar Publishing. The book discusses recent developments in ministries of labour, national employment services and labour inspections with a special focus on consequences of the current economic and financial crisis.

#### **4. Lessons learned from technical cooperation concerning capacity building of ministries of labour**

Experience shows that success and impacts of ILO assistance to labour administration is increased if the following preconditions are in place:

- *Strong commitment and support by senior management* of ministries in all stages of intervention;
- *Interest of social partners* and their involvement in analysis as well as in the implementation phase;
- *Timing*, especially conjunction with important reforms of public administration and public policies;<sup>43</sup> on the other hand, interventions in times of serious political instability, while politically attractive and visible, often leads only to temporary results;
- *Transparency*, access to data and availability of ministry’s personnel;

Impact of ILO intervention also depends on a number of other elements, including quality of advisory services provided, both in terms of analysis of the situation and feasibility of recommendations, especially setting of sufficiently ambitious, but also practical and feasible goals and options taking into account existing constraints. It is also important to provide medium and long term assistance that is in the field of labour administration and labour inspection more efficient than ad-hoc activities.

---

<sup>43</sup> For example, in China, the ILO TC Project intervened in 2010 after a comprehensive review of China’s labour inspection policy in 2009. Also the “Arab spring” increased significantly the interest of the Governments in the region in modernization of labour administration and inspection, strengthening thus impacts of ILO’s interventions

---

For a long-term success of any intervention, it is important to create positive incentives such as access to follow-up support, especially in implementation of agreed measures.

It should be also noted, that in providing advice to its Member States, the ILO has often to compete with private consulting agencies: their advantage is rapidity of response. On the other hand, they are costly and are frequently biased towards private sector solutions not always adapted to the real government's needs. They often focus on immediate effect and do not take into account larger societal considerations, including the need of a proper consultative process with social partners.

The capacity of the Office to address needs of individual governments promoting capacity of labour administration in the social dialogue area should be further enhanced both in the headquarters and in the field.

Finally, apart from intervention in individual countries, the ILO should continue developing a certain number of "global products" addressing selected governance issues, common for all countries or groups of them. For example, elaboration of training tools for government officials (if necessary customized to local needs), studies on selected trends or problems labour administrations are facing, or surveys on good practice.

## Annex 1

### Ministries of Labour Data base

Country	Ministry	Contact Information	Incumbent Minister
<b>Africa</b>			
Algeria	Ministry of Labour, Employment and Social Security <i>Affiliated Ministries:</i> Ministry of Education and Training for Professionals Ministry of National Education Ministry of Vocational Education and Training	Rue Mohamed Belouizded, Alger 16600, Algérie Tel: +213 (0)21 65 99 99/21 66 34 56 Fax: 021 66 34 56 <a href="http://www.mtess.gov.dz">www.mtess.gov.dz</a>	Mr Tayeb Louh
Angola	Ministry of Public Administration, Labour and Social Security <i>Affiliated Ministries:</i> Ministry of Social Welfare	Rua do 1º Congresso do MPLA nº5, Luanda, República de Angola. Tel:(00244 222) 338940, 336095, 336096 Fax: (00244 222) 399507 <a href="http://www.mapess.gv.ao">www.mapess.gv.ao</a>	Mr António Domingos da Costa Pitra Neto
Benin	Ministry of Labour and Public Service <i>Affiliated Ministries:</i> Ministry of Secondary Education, Technical and Vocational Training, Retraining and Integration of Young People	BP 907, Cotonou, Benin Tel:(229)31-31-12 Fax: (229) 31-06-29 <a href="http://www.travail.gouv.bj/">www.travail.gouv.bj/</a> (French only)	Maïmouna Kora Zaki
Botswana	Ministry of Labour and Home Affairs <i>Affiliated Ministries:</i> Ministry of Education and Skills Development	Block 8, Government Enclave, Khama Crescent, Private Bag 002, Gaborone, Botswana Tel: (+267)3611100/Fax: (+267) 3907426 <a href="http://www.mlha.gov.bw">www.mlha.gov.bw</a>	Mr Edwin Jenamiso Batshu
Burkina Faso	Ministry of Labour and Social Security <i>Affiliated Ministries:</i> Ministry Youth, Vocational Training and Employment	01 BP 7016, Ouagadougou 01, Burkina Faso Tel: (226)50 30 09 60/61 <a href="http://www.emploi.gov.bf/SiteEmploi/index.jsp">www.emploi.gov.bf/SiteEmploi/index.jsp</a> (French only)	Achille Tapsoba
Burundi	Ministry of Public Service, Labour and Social Security Education <i>Affiliated Ministries:</i> Ministry of Trade and Vocational Training and Literacy	B.P. 1480 Bujumbura Tel: (257) 217846/ 223514/225485 Direct: (257) 250023 Fax: (257) 217928/226454/228300 <a href="http://www.burundi-gov.bi/">www.burundi-gov.bi/</a> Government website (French only)	Annonciate Sendazirasa

Cameroon	Ministry of Labour and Social Security <i>Affiliated Ministries:</i> Ministry of Social Affairs Ministry of Employment and Vocational Training	Tel: 00237 2230004 <a href="http://www.spm.gov.cm/">www.spm.gov.cm/</a> Government website	Grégoire M. Owona
Cape Verde	Ministry of Labour, Family and Social Solidarity	Edifício do Ministério das Finanças, 2º Esquerdo – Plateau, Cidade da Praia, Ilha de Santiago, Cabo Verde 453 Tel: (+238) 260 3265/Fax: (+238) 261 8866 <a href="http://www.mtfs.gov.cv/">www.mtfs.gov.cv/</a> (Portuguese only)	Alamda Hopffer
Central African Republic	Minister of Civil Service, Labour, Social Security and Professional Integration of Young People	Tel: 00236615856/00236 501137 Fax: 00236 610414 <a href="http://www.afdevinfo.com/htmlreports/org/org_38431.html">www.afdevinfo.com/htmlreports/org/org_38431.html</a>	Gaston Mackouzangba
Chad	Ministry of Public Administration, Labour and Employment	Tel: (235) 52 21 98/Fax: (235) 52 21 98 <a href="http://www.primature-tchad.org/">www.primature-tchad.org/</a> Government website (French only)	Abdoulaye Abakar
Comoros	Ministry of Social Affairs, Labour and Employment <i>Affiliated Ministries:</i> Ministry of National Education and Technical and Professional Teaching	BP 520, Moroni, Comoros Tel: +269 73 2411 <a href="http://www.beit-salam.km/">www.beit-salam.km/</a> Presidency (French only)	Sitti Kassim
Congo	Ministry of Labour, Employment and Social Security	Building "Le Kimpoko", Blvd du 30 Juin, Gombe, Kinshasa +243 81 51 91 642	Florent Tsiba
Côte d'Ivoire	Ministry of Civil Service, Employment and Administrative Reform <i>Affiliated Ministries:</i> Ministry of National Education Ministry of Technical Education and Vocational Training	<a href="http://www.emploi.gouv.ci/">www.emploi.gouv.ci/</a> (French only)	Pr Hubert Oulaye
Democratic Republic of Congo	Ministry of Employment, and Social Affairs <i>Affiliated Ministries:</i> Ministry of Primary, Secondary and Vocational Education	<a href="http://www.un.int/drcongo/government.htm">www.un.int/drcongo/government.htm</a>	Simon Bulupiy Galati
Djibouti	Ministry of Labour <i>Affiliated Ministries:</i> Ministry of National Education and Professional Training Ministry of Women Promotion, Family and Social Affairs	<a href="http://www.presidence.dj/">www.presidence.dj/</a> Presidency (French only)	Ali Hassan M Bahdon

Egypt	Ministry of Manpower and Immigration <i>Affiliated Ministries:</i> Ministry of Education	3 Youssief Abaas St, Nasr City, Cairo Tel: 22609366/22609368/22618019 Fax :22618019 <a href="http://www.manpower.gov.eg">www.manpower.gov.eg</a> (Arabic only)	Khaled AlAzhari
Equatorial Guinea	Ministry of Labour and Social Security <i>Affiliated Ministries:</i> Ministry of Social Affairs and Woman Condition	<a href="http://www.guineaequatorialpress.com/buscador.php">www.guineaequatorialpress.com/buscador.php</a>	Heriberto Miko Mbengon
Eritrea	Ministry of Labour and Human Welfare <i>Affiliated Ministries:</i> Ministry of Education	Woldeyesus Eles, D.G. Labour Department Tel: 00291 151750/Fax:00291 151780 <a href="http://www.shabait.com/contacts/government-contact/77-ministers-ministries-in-alphabetical-order">www.shabait.com/contacts/government-contact/77-ministers-ministries-in-alphabetical-order</a>	Salma Hassan
Ethiopia	Ministry of Labour and Social Affairs <i>Affiliated Ministries:</i> Ministry of Education	Kirkos Kifle Ketema, Wereda 8, Kazanchis P.O.Box 2056 Tel:+251-11-551-7080/551-5249 Fax:+251-11-551-8396/551-5316/550-1220 <a href="http://www.molsa.gov.et/English/Information/Pages/">www.molsa.gov.et/English/Information/Pages/</a>	Abdulfetah Abdulahi Hassen
Gabon	Ministry of Labour, Employment and Social Welfare <i>Affiliated Ministries:</i> Ministry of Technical Training, Vocational Training and Professional Integration of Young People	Après le Palais de Justice, BP 2256 Libreville, Tel: (241) 74 32 18 <a href="http://www.legabon.org/uk/home.php">www.legabon.org/uk/home.php</a>	Maxime Ngozo Issoudu
Gambia	Ministry of Trade, Regional Integration and Employment <i>Affiliated Ministries:</i> Ministry of Health and Social Welfare	Independence Drive, Banjul, The Gambia West Africa Tel: (220)4228392/4228868 Fax: (220 ) 4227756 <a href="http://www.motie.gov.gm/">www.motie.gov.gm/</a>	Kebba S. Touray
Ghana	Ministry of Employment and Social Welfare	P.O. Box 1627 State House, Accra Tel: (+233-302) 684532 Fax: (+233-302) 663615 <a href="http://www.ghana.gov.gh/index.php/governance/ministries/334--ministry-of-employment-and-social-welfare">www.ghana.gov.gh/index.php/governance/ministries/334--ministry-of-employment-and-social-welfare</a> Government Website	Moses Asaga
Papua New Guinea	Department of Labour and Industrial Relations	PO Parliament House, City Waigani Tel:+675 327 7582/Fax:+675 327 7480 <a href="http://www.guinee.gov.gn/">www.guinee.gov.gn/</a> (French only)	Martin Aini



Guinea-Bissau	Ministry of Civil Service, Labour and State Modernisation <i>Affiliated Ministries:</i> Ministry of National Education, Culture, Science, Youth and Sports; Ministry of Women, Family, Social Cohesion and Poverty Eradication		Aristides Ocante da Silva
Kenya	Ministry of Labour and Human Resources <i>Affiliated Ministries:</i> Ministry of Education	Social Security House, Bishop Road, P.O. Box 40326 - 00100, Nairobi Tel: +254 20 2729800 <a href="http://www.labour.go.ke/">www.labour.go.ke/</a>	John Munyes
Lesotho	Ministry of Labour and Employment <i>Affiliated Ministries:</i> Ministry of Education and Training Ministry of Health and Social Welfare	Private Bag A116, Maseru 100 Tel: (+266) 22311862/Fax: (+266) 22325162 <a href="http://www.labour.gov.ls/home/">www.labour.gov.ls/home/</a>	Maphoka Motoboli
Liberia	Ministry of Labour	<a href="http://www.emansion.gov.lr/index.php">www.emansion.gov.lr/index.php</a> Government website	Vabah K Gayflor
Libyan Arab Jamahiriya	Ministry of Labour	Tel : +218(21) 362-0106 – 7 Fax : +218 (21) 219-9757 <a href="http://www.smpt.gov.ly">www.smpt.gov.ly</a> (Arabic only) Or <a href="http://www.liberianonline.com/modules.php?name=Content&amp;pa=showpage&amp;pid=523">www.liberianonline.com/modules.php?name=Content&amp;pa=showpage&amp;pid=523</a>	Samuel Kofi Woods
Madagascar	Ministry of Civil Service, Labour & Social Laws <i>Affiliated Ministries:</i> Ministry of National Education	<a href="http://www.madagascar.gov.mg/">www.madagascar.gov.mg/</a> Government website (under maintenance)	Abdou Salame
Malawi	Ministry of Labour <i>Affiliated Ministries:</i> Ministry of Education, Science and Technology	Capital House, City Centre, Private Bag 344, Lilongwe 3, Malawi Tel: +265 1 773 277/Fax: +265 1 773 805 <a href="http://www.malawi.gov.mw/index.php?option=com_content&amp;view=article&amp;id=72&amp;Itemid=19">www.malawi.gov.mw/index.php?option=com_content&amp;view=article&amp;id=72&amp;Itemid=19</a>	Eunice Makalanga
Mali	Ministry of Labour, Civil Service and State Reform <i>Affiliated Ministries:</i> Ministry of Employment and Vocational Training	<a href="http://www.primature.gov.ml/">www.primature.gov.ml/</a> Government website (French only)	Abdoul Wahab Berthe
Mauritania	Ministry of Public Administration, Labour and Modernisation <i>Affiliated Ministries:</i> Ministry of Social Affairs and Family	Tel: (222) 525 39 87/Fax: (222)525 84 10 <a href="http://www.fonctionpublique.gov.mr/MEIFP/index.aspx">www.fonctionpublique.gov.mr/MEIFP/index.aspx</a> (French only)	Maty Mint Hamady

Morocco	Ministry of Employment and Vocational Training	Department of Employment, Avenue Mohamed V, Hassan, Rabat Tel: (00 212)0537 76 05 21/76 05 25 <a href="http://www.emploi.gov.ma/accueil1.asp?codelangue=23&amp;po=2">www.emploi.gov.ma/accueil1.asp?codelangue=23&amp;po=2</a> (French and Arabic only)	M. Abdelouahed Souhail
Mozambique	Ministry of Labour	Av. 24 de Julho 2351, Maputo Tel: 258-21-460011/Fax: 258-21-460055 <a href="http://www.mitrab.gov.mz/">www.mitrab.gov.mz/</a> (Portuguese only)	Maria Helena Taipo
Namibia	Ministry of Labour and Social Welfare Ministry of Health and Social Services	Private Bag 19005, Windhoek Tel: (061) 2066111/Fax: (061) 212323 <a href="http://www.mol.gov.na/">www.mol.gov.na/</a>	Doreen Sioka
Niger	Ministry of Civil Service and Labour	<a href="http://www.nigerstate.gov.ng/">www.nigerstate.gov.ng/</a>	Sabo Fatouma Zara Boubacar
Rwanda	Ministry of Public Service and Labour <i>Affiliated Ministries:</i> Ministry of Education	P.O Box 403, Kigali, Rwanda Tel:(+250)585714/Fax:(+250)583621 <a href="http://www.mifotra.gov.rw/">www.mifotra.gov.rw/</a>	Anastase Murekezi
Sao Tome and Principe	Ministry of Labour, Solidarity and Family	<a href="http://www.gov.st/">www.gov.st/</a> Government website(under maintenance)	Dr Maria de Crito Carvalho
Senegal	Ministry of Labour and Professional Organisations <i>Affiliated Ministries:</i> Ministry of Civil Service and Employment	Building Administratif, 5e étage Tel : 33 849 70 00 <a href="http://www.jeunesse.gouv.sn">www.jeunesse.gouv.sn</a>	Monsieur Benoît Georges Sambou
Seychelles	Ministry of Employment and Human Resources Development Ministry of Health and Social Services Seychelles Pension Fund	Employment Department, P.O.Box 1097, 1st Floor, Independence House, Victoria, Employment Service Bureau, Orion Mall Building, Victoria, Mahe, Seychelles Tel: (+248) 297200/Fax: (+248) 325326 <a href="http://www.employment.gov.sc/">www.employment.gov.sc/</a>	Idith Alexander
Somalia	Ministry of Labour and social affairs	<a href="http://www.somalilandgov.com/">www.somalilandgov.com/</a>	Mohamuud Ahmed Barre
South Africa	Department of Labour <i>Affiliated Departments:</i> Department of Higher Education and Training	Laboria House, 215 Schoeman St., Pretoria Tel: (012) 309 4000/Fax: (012) 320 2059 <a href="http://www.labour.gov.za/">www.labour.gov.za/</a>	Nelisiwe Mildred Oliphant
Sudan	Ministry of Human Resources Development & Labour	<a href="http://www.sudan.gov.sd/en/">www.sudan.gov.sd/en/</a> Government website	Ishraqa Sied

Swaziland	Ministry of Labour and Social Security <i>Affiliated Ministries:</i> Ministry of Education and Training	Ministry of Labour & Social Security, P. O. Box 198, Mbabane, Swaziland Tel +268 24041971/2/3 Fax + 26824041966 <a href="http://www.gov.sz">www.gov.sz</a>	Lutfo Dlamini
Tanzania: • Mainland	Ministry of Labour and Employment	Mwalimu J.K Nyerer Pension Towers P.O. Box 1422, Dar es Salaam, Tanzania Tel. :+255222127245 <a href="http://www.kazi.go.tz">www.kazi.go.tz</a>	Gaudentia M Kabaka
• Zanzibar	Ministry of Labour, Women, Children and Youth Development <i>Affiliated Ministries:</i> Ministry of Health and Social Welfare Ministry of Education and Vocational Training	<a href="http://www.zanzibar.go.tz/">www.zanzibar.go.tz/</a> Government website	Haroun A Suleiman
Togo	Ministry of Labour, Employment and Social Security	<a href="http://www.republicoftogo.com/">www.republicoftogo.com/</a>	Octave Nicoué Broohm
Tunisia	Ministry of Social Affairs, Solidarity and Tunisians Abroad <i>Affiliated Ministries:</i> Ministry of Vocational Training and Employment	27, Boulevard Bab Bnet, 1006 Tunis Tel: 71.567.502/Fax: 71.150.000 <a href="http://www.social.gov.tn">www.social.gov.tn</a> (French and Arabic only)	M. Khalil Zaouia
Uganda	Ministry of Gender, Labour and Social Development	Plot 2 Lumumba Avenue, Simbamanyo House, Kampala Tel: 256-41-347854/5/Fax: 256-41-256374 <a href="http://www.mglsd.go.ug/">www.mglsd.go.ug/</a>	Gabriel Opio
Zambia	Ministry of Labour and Social Security	New Government Complex, Independence Avenue, P.O. Box 32186, Lusaka, Zambia Tel: +260-211221432/Fax: 211225169 <a href="http://www.mlss.gov.zm">www.mlss.gov.zm</a>	Fackson Shamenda
Zimbabwe	Ministry of Labour and Social Welfare	12th Floor, Compensation House, Cnr. Central Avenue/Fourth Street; Private Bag 7707, Harare Tel: 04790871/2 Telex: 22079	Paurina Mpariwa
<b>Americas</b>			
Antigua and Barbuda	Ministry of National Security and Labour	Cnr. Friendly Alley and Nevis Street Tel: 462-3331/Fax: 462-1595 <a href="http://www.ab.gov.ag/gov_v4/">www.ab.gov.ag/gov_v4/</a>	L. Errol Cort
Argentina	Ministry of Labour, Employment and Social Security	Avenida Leandro, N. Alem 650, C1001AAO, Buenos Aires Tel: (11) 4311-2913/Fax: (11) 4312-7860 <a href="http://www.trabajo.gov.ar">www.trabajo.gov.ar</a> (Spanish only)	Carlos Alfonso Tomada

Bahamas	Ministry of Labour and National Insurance	Poincianna Hill, Meeting & Augusta Streets P.O. Box N-3915, Nassau, N.P., The Bahamas Tel:(242)323-7814/5, (242)323-7547 & (242)322-3348/9 Fax: (242)325-1920 <a href="http://www.bahamas.gov.bs/labour">www.bahamas.gov.bs/labour</a>	D. Shane Gibson
Barbados	Ministry of Labour Ministry of Education and Human Resources Development	Warrens Office Complex, Warrens, St. Michael, Barbados Tel: 425-0266/Fax: 310-1400 <a href="http://www.labour.gov.bb/">www.labour.gov.bb/</a>	Dr Esther Byer Suckoo, M.P
Belize	Ministry of Labour Ministry of Human Development and Social Transformation	6/8 Trinity Boulevard, Belmopan Tel: 501-822-2297/Fax: 501-822-0156 <a href="http://www.belize.gov.bz/ct.asp?xItem=1073&amp;CtNode=600&amp;mp=27">www.belize.gov.bz/ct.asp?xItem=1073&amp;CtNode=600&amp;mp=27</a>	Mr Godwin Hulse
Bolivia	Ministry of Labour, Employment and Social Security	Calle Yanacocha esquina Mercado, La Paz Tel. 2408606 <a href="http://www.mintrabajo.gob.bo/">www.mintrabajo.gob.bo/</a> (Spanish only)	Daniel Santalia Torrez
Brazil	Ministry of Labour and Employment	Esplanada dos Ministérios, Bloco F - CEP: 70059-900, Brasília - DF Tel: (61) 3317-6000 <a href="http://www.mte.gov.br/">www.mte.gov.br/</a> (Portuguese only)	Mr Carlos Neto Brizola
Canada	Department of Human Resources and Skills Development <i>Affiliated Departments:</i> Industrial Relations Board Centre for Occupational Health and Safety	Service Canada, Canada Enquiry Centre, Ottawa ON K1A 0J9 Tel: 1-800-622-6232 Fax: 1-613-941-1827 <a href="http://www.hrsdc.gc.ca/eng/home.shtml">www.hrsdc.gc.ca/eng/home.shtml</a>	Ms Lisa Raitt (Minister of Labour)
Chile	Ministry of Labour and Social Forecast	Huérfanos 1273, Santiago Tel:753 0400-753 0401 <a href="http://www.mintrab.gob.cl/">www.mintrab.gob.cl/</a> (Spanish only)	Evelyn Matthei
Colombia	Ministry of Social Protection	Carrera 13, No. 32- 76 Bogotá DC Tel: (57-1) 330 5000/Fax: (57-1) 330 5050 <a href="http://www.minproteccionsocial.gov.co">www.minproteccionsocial.gov.co</a> (Spanish only)	Rafael Pardo Rueda
Costa Rica	Ministry of Labour and Social Security	<a href="http://www.casapres.go.cr/web/">www.casapres.go.cr/web/</a> Presidency	Sandra Pizsk
Cuba	Ministry of Labour and Social Security	webmaster@mtss.cu <a href="http://www.mtss.cu/">www.mtss.cu/</a>	Ms Margarita Marilene González Fernández

Dominica	Ministry of National Security, Immigration and Labour  <i>Affiliated Ministries:</i> Ministry of Employment, Trade, Industry and Diaspora Affairs Ministry of Education and Human Resource Development	5th Floor, Financial Centre, Kennedy Avenue, Roseau, Dominica Tel: (767) 266-3289 <a href="http://www.dominica.gov.dm/">www.dominica.gov.dm/</a> Government website	Senator Charles Savarin
Dominican Republic	Ministry of Labour  <i>Affiliated Ministries:</i> Ministry of Public Health and Social Security	Av. Jiménez Moya, Centro de Los Héroes, Santo Domingo, Distrito Nacional, 10101 Tel: 809-535-4404/Fax: (809) 535-4833 <a href="http://www.set.gov.do/">www.set.gov.do/</a> (Spanish only)	Rosa Maritza Hernández Liriano
Ecuador	Ministry of Labour Relations	Clemente Ponce N 1551 y Piedrahita, Quito, Pichincha Tel: (02) 2548900 Ext. 0 <a href="http://www.mintrab.gov.ec/">www.mintrab.gov.ec/</a> (Spanish only)	Richard Espinosa Guzmán
El Salvador	Ministry of Labour and Social Security		Humberto Centeno
Grenada	Ministry of Labour, Social Security and Ecclesiastical Affairs  <i>Affiliated Ministries:</i> Ministry of Education and Human Resource Development	Ministerial Complex, Botanical Gardens, Tanteen, St. George's Tel: (473) 440-2532/435-4416 Fax: (473) 440-4923 <a href="http://www.gov.gd/ministries/labour.html">www.gov.gd/ministries/labour.html</a>	Sylvester Quarless
Guatemala	Ministry of Labour and Social Security	<a href="http://www.mintrabajo.gob.gt/">www.mintrabajo.gob.gt/</a> (Spanish only)	Carlos Contreras
Guyana	Ministry of Labour, Human Services and Social Security	1 Water Street, Stabroek, Georgetown, Guyana, South America Tel: 592-226-6115/Fax: 592-227-1308 <a href="http://www.mlhsss.gov.gy">www.mlhsss.gov.gy</a>	Jennifer Webster
Haiti	Ministry of Social Affairs and Labour		Charles Jean Jacques
Honduras	Department of Labour and Social Security	Boulevard La Hacienda, frente a Auto Excel, Tegucigalpa M.D.C, Honduras Tel: (504) 232-3918; (504) 232-3921 Fax: (504) 235-3456 <a href="http://www.gob.hn/portal/poder_ejecutivo/secretarias/trabajo/">www.gob.hn/portal/poder_ejecutivo/secretarias/trabajo/</a> (Spanish only)	Felicito Avila Ordonez
Jamaica	Ministry of Labour and Social Security  <i>Affiliated Ministries:</i> Ministry of Education	58a Half Way Tree Road, Kingston 10, Jamaica W.I. Tel: 876-926-3740-6; 876-926-3590-8 Fax: 876-926-6715 <a href="http://www.mlss.gov.jm/pub/index.php">www.mlss.gov.jm/pub/index.php</a>	Derrick Kellier
Mexico	Ministry of Labour and Social Security	Periférico Sur No. 4271, Col. Fuentes del Pedregal, Tlalpan, México D.F., C.P 14149 Tel. 3000 2100 <a href="http://www.stps.gob.mx/">www.stps.gob.mx/</a>	Alfonso Navarrete Prida

Nicaragua	Ministry of Labour	Estadio Nacional 400 metros al Norte, Managua, Apartado Postal No. 487 Tel: (505) 2222- 2115 <a href="http://www.mitrab.gob.ni/">www.mitrab.gob.ni/</a> (Spanish only)	Jeannette Chavez
Panama	Ministry of Work and Labour Development	Ricardo J Alfaro (Tumba Muerto) Betania, Plaza Edison, Quinto piso Tel: 560-1100 <a href="http://www.mitradel.gob.pa/">www.mitradel.gob.pa/</a>	Alma Lorena Cortes Aguilar
Paraguay	Ministry of Justice and Labour  <i>Affiliated Ministries:</i> Ministry of Public Health and Social Security	Gaspar Rodriguez de Francia, Estados Unidos Tel: 493-209 <a href="http://www.mjt.gov.py/index.php">www.mjt.gov.py/index.php</a> (Spanish only)	María Lorena Segovia Azucas
Peru	Ministry of Labour and Employment Promotion  <i>Affiliated Ministries:</i> Ministry of Women and Social Welfare Social Security of Health	Av. Salaverry 655, Jesús María Tel: 630-6000/630-6030/630-6060 <a href="http://www.mintra.gob.pe/index.php">www.mintra.gob.pe/index.php</a> (Spanish only)	Dra. TERESA NANCY LAOS CÁCERES
Saint Kitts and Nevis	Ministry of Finance, Sustainable Development, and Human Resource Development  <i>Affiliated Ministries:</i> Ministry of Health, Social Services, Community Development, Culture and Gender Affairs	Government Headquarters, Church Street, Basseterre, St Kitts and Nevis Tel: +1 869 465 2521, Ext. 1207 <a href="http://www.cuopm.org">www.cuopm.org</a>	Dr Denzel Llewellyn Douglas
Saint Lucia	Ministry of Labour, Information and Broadcasting  <i>Affiliated Ministries:</i> Ministry of Social Transformation, Human Resource Development, Youth and Sports	5th Level, Conway Business Centre, Waterfront, Castries Tel: 1 (758) 468-2701/3 Fax: 1 (758) 453-7347 <a href="http://www.stlucia.gov.lc/govfolks/the_cabinet_of_ministers.htm">www.stlucia.gov.lc/govfolks/the_cabinet_of_ministers.htm</a>	Edmund Estephane
Saint Vincent and the Grenadines	Ministry of National Mobilization, Social Development, Family, Persons with Disabilities, Youth, Sports and Culture  <i>Affiliated Ministries:</i> Ministry of Urban Development, Labour, Culture and Electoral Matters	Halifax Street, Kingstown, St. Vincent Tel:(784)456-1111, ext. 395/396 Fax: (784) 457-2476 <a href="http://www.mobilization.gov.vc/index.php/home">www.mobilization.gov.vc/index.php/home</a>	Frederick Stevenson
Suriname	Ministry of Labour, Technological Development and Environment	Wagenwegstraat 22, Paramaribo Tel: 475-241/ 477-045	Ginmardo B. Kromosoeto
Trinidad and Tobago	Ministry of Labour and Small and Micro Enterprise Development	Head Office, Level 5 & 6, Tower C, International Waterfront Centre, #1 Wrightson Road, Port of Spain Tel: (868) 625-8478 <a href="http://www.molsmed.gov.tt/">www.molsmed.gov.tt/</a>	Errol McLeod

United States	Department of Labour  Affiliated Departments: Department of Health and Human Services	Frances Perkins Building, 200 Constitution Ave., NW, Washington DC 20210 Tel: 1-866-4-USA-DOL (1-866-487-2365) <a href="http://www.dol.gov/">www.dol.gov/</a>	Deputy Secretary Seth D. Harris is the Acting Secretary of Labor
Uruguay	Ministry of Labour and Social Security	Juncal 1511 CP, 11000 Montevideo Tel: 2915 7171 <a href="http://www.mtss.gub.uy/">www.mtss.gub.uy/</a>	Eduardo Brenta
Venezuela	Ministry of Labour and Social Security	Plaza Caracas, Centro Simón Bolívar, Edificio Sur, Piso 2, 4 y 5, El Silencio. Caracas-Gran Caracas Tel(s): +58 (212) 4084200/(0800) 8722256 <a href="http://www.mintra.gov.ve/">www.mintra.gov.ve/</a> (Spanish only)	Elio Colmenares Goyo
<b>Arab States</b>			
Bahrain	Ministry of Labour	Ministry of Labour Building, Street Number 214, P.O. Box 32333, Isa Town, Central Bahrain Tel: 973 17873777/17687800 Fax: 973 17686954 <a href="http://www.mol.gov.bh/">www.mol.gov.bh/</a> (Under construction)	Jameel Humaidan
Iraq	Ministry of Labour and Social Affairs	Tel: 964 7903430410 Email office of the senior minister: minister. <a href="http://www.molsa.gov.iq/">www.molsa.gov.iq/</a>	Nasser al-Rubaye
Jordan	Ministry of Labour	P.O. Box 8160 Amman, 1118 Jordan Tel: +962 6 5802666/Fax: +962 6 5855072 <a href="http://www.mol.gov.jo/Default.aspx?tabid=175">www.mol.gov.jo/Default.aspx?tabid=175</a>	Dr. Maher Al-Waked
Kuwait	Ministry of Social Affairs and Labour  <i>Affiliated Ministries:</i> Ministry of Education and Higher Learning	Tel: 12480000 <a href="http://www.mosal.gov.kw/MOSAL/">www.mosal.gov.kw/MOSAL/</a>  <a href="http://www.moe.edu.kw/SitePages/master.aspx">www.moe.edu.kw/SitePages/master.aspx</a>	Dr. Mohammad Mohsen Alafasay  Ahmad Abd al-Muhsin al-MULAIFI
Lebanon	Ministry of Labour  <i>Affiliated Ministries:</i> Ministry of Social Affairs	<a href="http://www.labor.gov.lb/">www.labor.gov.lb/</a> the site is under construction	Charbel Nahhas
Oman	Ministry of Manpower	Ministry hotline: 800 77 000  <a href="http://www.manpower.gov.om/en/index.asp">www.manpower.gov.om/en/index.asp</a>	Abdullah Al-Bakri
Qatar	Ministry of Labour	<a href="http://www.mlsa.gov.qa">www.mlsa.gov.qa</a> - (doesn't open)	Nasser Abdulla Al-Hamidi (Acting)

Saudi Arabia	Ministry of Labour Ministry of Social Affairs	Al Riyadh - Almursalat district, King Abdulaziz Road, 11475 Tel: (966) 1-2006666/Fax: 966-1-4789175 <a href="http://www.mol.gov.sa/Sites/default.aspx">www.mol.gov.sa/Sites/default.aspx</a>	Adel M. Fakeih
Syrian Arab Republic	Ministry of Social Affairs and Labour	Al Salheyeh, Yousef Azmeh Square Tel. 2210355/ 2225948/Fax.2247499 <a href="http://www.molsa.gov.sy">www.molsa.gov.sy</a>	Radwan Al-Habib
United Arab Emirates	Ministry of Labour	Abu Dhabi, PO Box 809 Tel: 800 665/Fax: +9712 6665889 <a href="http://www.mol.gov.ae/arabic/index.aspx">www.mol.gov.ae/arabic/index.aspx</a>	Saqr Ghobash Saeed Ghobash
Yemen	Ministry of Social Affairs and Labour Ministry of Technical Education and Vocational Training	<a href="http://www.yemen.gov.ye/portal/">www.yemen.gov.ye/portal/</a> Government website	Amat al-Razaq Ali HAMAD
<b>Asia</b>			
Afghanistan	Ministry of Labour, Social Affairs, Martyrs and Disabled	Opposite of 1st Makroryan Market, Kabul, Afghanistan Tel: 0093 (0) 75 20 03 698 <a href="http://www.molsamd.gov.af/home?language=english">www.molsamd.gov.af/home?language=english</a>	Amena Safi Afzali
Australia	Department of Skills, Employment and Workplace Relations	GPO Box 9880, CANBERRA ACT 2601 Tel: 1300 363 079 <a href="http://www.deewr.gov.au/Pages/default.aspx">www.deewr.gov.au/Pages/default.aspx</a>	Bill Shorten
Bangladesh	Ministry of Labour and Employment Ministry of Social Welfare Ministry of Expatriates' Welfare & Overseas Employment	M/O Labour and Employment, Dhaka Tel: +88(02)7162487 Fax: +88(02)7168660 <a href="http://www.mole.gov.bd/">www.mole.gov.bd/</a>	Janab Rajiuddin Ahmed Raju
Brunei Darussalam	Department of Labour	Department of Labor, Chief Minister of Road, BS3910 Tel: 2383006, Online Fax: 2383244 <a href="http://www.labour.gov.bn/">www.labour.gov.bn/</a> (Malay only)	
Cambodia	Ministry of Labour and Vocational Training <i>Affiliated Ministries:</i> Ministry of Social Affairs, War Veterans and Youth Rehabilitation	No. 3, Confederation de la Russie, 12156, Phnom Penh Tel: 023882734/023884375 Fax: 023882769	Vong Sauth
China	Ministry of Human Resources and Social Security	<a href="http://www.mohrss.gov.cn/">www.mohrss.gov.cn/</a> (Chinese only)	Yin Weimin
Fiji	Ministry of Labour, Industrial Relations and Employment <i>Affiliated Ministries:</i> Ministry of Women, Culture & Heritage & Social Welfare	P. O. Box 2216, Government Buildings, Suva Tel: (679) 3303-500/Fax: (679) 3304-701 <a href="http://www.labour.gov.fj/">www.labour.gov.fj/</a>	Jone Usamate



India	Ministry of Labour and Employment Ministry of Social Justice and Empowerment	Shram Shakti Bhawan, Rafi Marg, New Delhi-110001 <a href="http://www.labour.nic.in/">www.labour.nic.in/</a>	Shri. Mallikarjun Kharge
Indonesia	Ministry of Manpower and Transmigration	Jl. Jendral Gatot Subroto, Kav 51 Jakarta Pusat, Kemenakertrans  <a href="http://www.nakertrans.go.id/">www.nakertrans.go.id/</a>	Muhaimin Iskandar
Iran	Ministry of Labour and Social Affairs Ministry of Welfare and Social Security	<a href="http://www.irimlsa.ir/en/news.php">www.irimlsa.ir/en/news.php</a>	Mr M Jahromi (Mohammad)
Japan	Ministry of Health, Labour and Welfare	1-2-2 Kasumigaseki Chiyoda-ku Tokyo, 100-8916, Japan Tel: 03-5253-1111 <a href="http://www.mhlw.go.jp/english/">www.mhlw.go.jp/english/</a>	Norihisa Tamura
Kiribati	Ministry of Labour and Human Resource Development	Kiribati Labour, c/o MOL & HRD, P.O Box 69, Bairiki, Tarawa, Kiribati Tel: +686 21097/Fax: +686 21452	Boutu Bateriki
Republic of Korea	Ministry of Employment and Labour	427-718 Government Complex II, 47 Gwanmun-ro, Gwacheon-si, Gyeonggi-do Tel: (82-2)-2110-7436/(82-2)-2110-7445 <a href="http://www.moel.go.kr/english/main.jsp">www.moel.go.kr/english/main.jsp</a>	Lee Chae-pil
Lao People's Democratic Republic	Ministry of Labour and Social Welfare	Vientiane Cap. Tel: 021213003 <a href="http://www.laopdr.gov.la/">www.laopdr.gov.la/</a> Government website	Bhounkong Lasoukanh
Malaysia	Ministry of Human Resources	Level 6-9, Block D3, Complex D, Federal Government Administrative Centre, 62530 Putrajaya. Tel: 03-8886 5000/5200/Fax : 8889 2381 <a href="http://www.mohr.gov.my/">www.mohr.gov.my/</a>	Dr S. Subramaniam
Maldives	Ministry of Human Resources, Youth and Sports	H Velaanaage, Ameer Ahmed Magu, Mal 20096, Maldives Tel: +960 3347300/Fax: +960 3347490 <a href="http://www.mhrys.gov.mv">www.mhrys.gov.mv</a>	Hon Mohamed Hussain Shareef
Marshall Islands	Ministry of Resources and Development	P.O. Box 1727, Majuro, MH 96960 Tel: 625-3206/4020/Fax: 625-7471 <a href="http://www.rmirnd.net/">www.rmirnd.net/</a>	Fedrick H. Muller
Mongolia	Ministry of Labour	Tel:976-11/51-263403 <a href="http://www.pmis.gov.mn/pmis_eng/index.php">www.pmis.gov.mn/pmis_eng/index.php</a> (Russian only)	Sanjmyatav Yadamsuren

Myanmar	Ministry of Labour, Employment and Social Security	Building No.(51), NayPyiTaw <a href="http://www.mol.gov.mm/index.asp">www.mol.gov.mm/index.asp</a>	Aung Kyi
Nepal	Ministry of Labour and Transport Management  <i>Affiliated Ministries:</i> Ministry of Women, Children & Social Welfare	Singha Durbar, Kathmandu, Nepal Tel: +977-1-4211889, 4211991 Fax: +977-1-4211877 <a href="http://www.moltm.gov.np">www.moltm.gov.np</a>	Kumar Belbase
New Zealand	Ministry of Business, Innovation and Employment	P.O. Box 3705, Wellington, New Zealand Tel: +64 4 915 4400/Fax: +64 4 915 4015 <a href="http://www.dol.govt.nz/">www.dol.govt.nz/</a>	Kate Wilkinson
Pakistan	Ministry of Labour and Manpower  <i>Affiliated Ministries:</i> Ministry of Population Welfare Ministry of Social welfare and Special Education	<a href="http://www.pakistan.gov.pk/">www.pakistan.gov.pk/</a>	Ch. Wajahat Hussain
Papua New Guinea	Department of Personnel Management	PO Box 519, Waigani, National Capital District, Papua New Guinea Tel: (675) 327 6333/Fax: (675) 327 6333, <a href="http://www.dpm.gov.pg/">www.dpm.gov.pg/</a>	Mark Maipakai
Philippines	Department of Labour and Employment	Muralla St. cor. Gen. Luna St., Intramuros, 1002 Manila Tel: 908-2917 <a href="http://www.dole.gov.ph/">www.dole.gov.ph/</a>	Rosalinda Dimapilis-Baldoz
Samoa	Ministry of Commerce, Industry and Labour	Level 4, ACC House, Apia, SAMOA Tel: +685 20441/Fax: +685 20443 <a href="http://www.mcil.gov.ws/">www.mcil.gov.ws/</a>	Misa Telefoni
Singapore	Ministry of Manpower	18 Havelock Road, Singapore 059764 Tel: (65) 6438 5122/Fax: (65) 6534 4840 <a href="http://www.mom.gov.sg/Pages/default.aspx">www.mom.gov.sg/Pages/default.aspx</a>	Gan Kim Yong
Solomon Islands	Ministry of Commerce, Industries, Labour and Immigration  <i>Affiliated Ministries:</i> Ministry of Education and Human Resources	Tel: 28614/22856/25045 Fax: 25084 <a href="http://www.commerce.gov.sb/">www.commerce.gov.sb/</a>	Francis Billy Hilly
Sri Lanka	Department of Labour	Labour Secretariat, Narahenpita, Colombo 05, SRI LANKA Tel: 094-011-2583164 <a href="http://www.labourdept.gov.lk/index.php">www.labourdept.gov.lk/index.php</a>	Gamini Lokuge
Thailand	Ministry of Labour and Social Welfare	Mitmaitri Road, Dindaeng, Bangkok 10400 Hotline 1506 <a href="http://www.mol.go.th/anonymouse/home">www.mol.go.th/anonymouse/home</a>	Mr.Phadermchai Sasomsub

Timor-Leste	Ministry of Professional Training and Employment	Estrada de Balide, Dili, Timor-Leste Tel: (+670) 331207 <a href="http://timor-leste.gov.tl/?lang=en">timor-leste.gov.tl/?lang=en</a>	Ilídio Ximenes da Costa
Tuvalu	Ministry of the Environment, Foreign Affairs, Labour, Trade and Tourism	Minister for the Environment, Foreign Affairs, Labour, Trade and Tourism, Private Mail Bag, Vaiaku, FUNAFUTI, Tuvalu Tel: +688 20 102/Fax: +688 20 820 <a href="http://www.tuvaluislands.com/gov_info.htm">www.tuvaluislands.com/gov_info.htm</a>	Apisai Ielemia
Vanuatu	Ministry of Internal Affairs  <i>Affiliated Ministries:</i> Ministry of Justice and Social Welfare	PMB 9036, PORT VILA, VANUATU Tel: 22252/Fax: 27064 <a href="http://www.governmentofvanuatu.gov.vu/">www.governmentofvanuatu.gov.vu/</a>	Ham Lini
Viet Nam	Ministry of Labour, Invalids and Social Affairs	12, Ngo Quyen Street, HANOI Rép. socialiste du Viet Nam Tel: (00 84 4) 825 39 33 Fax: (00 84 4) 824 80 36 <a href="http://www.molisa.gov.vn/">www.molisa.gov.vn/</a>	Pham Thi Hai Chuyen
<b>Europe</b>			
Albania	Ministry of Labour, Social Affairs and Equal Opportunities	Tel: +355 4 22 51 008 <a href="http://www.mpcs.gov.al/">www.mpcs.gov.al/</a> (Albanian only)	SPIRO KSERA
Armenia	Ministry of Labour and Social Affairs	<a href="http://www.mss.am/home/index.php?home#">www.mss.am/home/index.php?home#</a> (Armenian only)	Arthur Grigorian
Austria	Federal Ministry of Labour, Social Affairs and Consumer Protection	Bundesministerium für Arbeit, Soziales und Konsumentenschutz, Stubenring 1 1010 Wien Tel: +43 (1) 711 00 - 0 <a href="http://www.bmask.gv.at/cms/siteEN/">www.bmask.gv.at/cms/siteEN/</a>	Rudolf Hundstorfer
Azerbaijan	Ministry of Labour and Social Security	<a href="http://www.archive.president.az/browse.php?sec_id=101">www.archive.president.az/browse.php?sec_id=101</a> – Presidency website	Fizuli Alekperov
Belarus	Ministry of Labour and Social Protection	10 Kollektornaya St., Minsk 220049 Tel: (8-017) 200-66-91 <a href="http://www.mintrud.gov.by">www.mintrud.gov.by</a> (Russian only)	Marianna A. Shchotkina
Belgium	Ministry of Employment and Equal Opportunities	<a href="http://www.belgium.be/en/">www.belgium.be/en/</a>	Monica De Coninck
Bosnia and Herzegovina	Ministry of Labour and Social Policy	Vilsonovo šetalište 10, 71000 Sarajevo Tel: +387 33 661 782/Fax: +387 33 661 783 <a href="http://www.fmrsp.gov.ba">www.fmrsp.gov.ba</a> (Bosnian only)	Vjekoslav Čamber

Bulgaria	Ministry of Labour and Social Policy	2, Triaditza Str., 1051 Sofia, Bulgaria Tel: (+359 2) 8119443 Fax: (+359 2) 988 44 05/986 13 18 <a href="http://www.mlsp.government.bg/en/">www.mlsp.government.bg/en/</a>	Toty Mladenov
Croatia	Ministry of the Economy, Labour and Entrepreneurship  Ministry of Health and Social Welfare	Ulica grada Vukovara 78, 10 000 Zagreb Republic of Croatia Tel: +385 1 6106 111 <a href="http://www.mingorp.hr/">www.mingorp.hr/</a>	Ivan Vrdoljak
Cyprus	Ministry of Labour and Social Insurance	Byron Avenue 7 1463; Lefkosia CYPRUS Tel: +357 22401600, +357 22401741/742 Fax: +357 22670993 <a href="http://www.mlsi.gov.cy/mlsi/mlsi.nsf/dmlindex_en/dmlindex_en?OpenDocument#">www.mlsi.gov.cy/mlsi/mlsi.nsf/dmlindex_en/dmlindex_en?OpenDocument#</a>	Mrs Sotiroula Charalambou
Czech Republic	Ministry of Labour and Social Affairs	Na Poříčném právu 1/376, 128 01 Praha 2 Czech Republic Tel: +420-221921111 Fax: +420-224918391 Email: <a href="mailto:posta@mpsv.cz">posta@mpsv.cz</a> Website: <a href="http://www.mpsv.cz/en/">//www.mpsv.cz/en/</a>	Ludmila Müllerová
Denmark	Ministry of Employment	Ved Stranden 8, 1061 København K Tel: +45 7220 5000/Fax: +45 3312 1378 <a href="http://www.uk.bm.dk/">www.uk.bm.dk/</a>	Mette Frederiksen
Estonia	Ministry of Social Affairs	Gonsiori 29, 15027 Tallinn, Estonia Tel: +372 626 9301/Fax: +372 699 2209 <a href="http://www.sm.ee/eng/">www.sm.ee/eng/</a>	Taavi Rõivas
Finland	Ministry of Employment and the Economy <i>Affiliated Ministries:</i> Ministry of Social Affairs and Health	P.O. Box 32, FI-00023 Government, Finland Tel: +358 29 506 0000 Fax +358 9 1606 2166 <a href="http://www.tem.fi/index.phtml?l=en&amp;s=2091">www.tem.fi/index.phtml?l=en&amp;s=2091</a>	Lauri Ihalainen
France	Ministry of Labour, Solidarity and Public Administration	INTEFP – 498, Route de Saint Bel, BP 84, 69280 Marcy L'Etoile Tel: 04 78 87 47 47/Fax: 04 78 87 47 00 <a href="http://www.travail.gouv.fr/">www.travail.gouv.fr/</a> (French only)	Michel Sapin
Georgia	Ministry of Labour, Health and Social Affairs  Department of Labour	144, Ak. Tsereteli Ave., Tbilisi 0119 Tel: (+995 32) 2-51-00-33 Fax: (+995 32)770 086 <a href="http://www.moh.gov.ge/index.php?lang_id=ENG&amp;sec_id=30">www.moh.gov.ge/index.php?lang_id=ENG&amp;sec_id=30</a>	Davit Sergeenko

Germany	Federal Ministry of Labour and Social Affairs	Wilhelmstraße 49, 10117 Berlin Tel: +49 3018 527-0 Fax: +49 3018 527-1830 <a href="http://www.bmas.de/EN/Ministry/content.html">www.bmas.de/EN/Ministry/content.html</a>	Dr. Ursula von der Leyen
Greece	Ministry of Labour and Social Security	Directorate General for Employment, 40 Pireos Str., 10182 ATHENS Tel.: (+30) 2105295402/Fax: 2105295186 <a href="http://www.labor-ministry.gr/">www.labor-ministry.gr/</a>  Directorate General for Working Conditions and Health and Safety at Work, 29 Epikouros Str., 10182 ATHENS Tel.: (+30) 2103214106/Fax: 2103214294 <a href="http://www.labor-ministry.gr/">www.labor-ministry.gr/</a>  Labour Inspectorate, 29 Stadion Str. 10182 ATHENS Tel.: +30 210 3702 301 Fax: +30 / 210 3702 329 <a href="http://www.ypakp.gr/">www.ypakp.gr/</a> (Greek only)	Ioannis Vroutsis
Hungary	Ministry of Social Affairs and Labour	1054 Budapest, Alkotmány u. 3. 1054 Budapest, Hold u. 1. 1373 Budapest, Postafiók 609. Tel: +36-1-473-8100/Fax: 06 (1) 795-0002 <a href="http://www.szmm.gov.hu/main.php?folderID=13439">www.szmm.gov.hu/main.php?folderID=13439</a>	László Herczog
Iceland	Ministry of Welfare	Hafnarhusinu við Tryggvagotu, 150 Reykjavík, Iceland Tel +(354) 545 8100/Fax +(354) 551 9165 <a href="http://www.eng.felagsmalaraduneyti.is/">www.eng.felagsmalaraduneyti.is/</a>	Guðbjartur Hannesson
Ireland	Department of Jobs, Enterprise and Innovation  <i>Affiliated Departments:</i> Department of Education and Skills Department of Social Protection	23 Kildare Street, Dublin 2 Tel: + 353 1 6312121/Fax: +353 1 6312827 <a href="http://www.deti.ie/">www.deti.ie/</a>	Richard Bruton
Israel	Ministry of Industry, Trade and Labour	<a href="http://www.tamas.gov.il/">www.tamas.gov.il/</a>	Shalom Simhon
Italy	Ministry of Labour and Social Policies	Via Veneto, 56 - 00187 Roma Tel. 06 48161636-7/Fax 06 4821207 <a href="http://www.lavoro.gov.it/Lavoro">www.lavoro.gov.it/Lavoro</a> (Italian only)	Prof.ssa Elsa Fornero
Kazakhstan	Ministry of Labour and Social Protection	8 Orynbor St., House of Ministers, Astana 010000 Tel: (+7 )74-28-51 E-mail: <a href="mailto:mintrud@enbek.kz">mintrud@enbek.kz</a>	Abdenov Serik Sakbaldiyevich

Kyrgyzstan	Ministry of Labour, Employment, and Migration	720040 Bishkek, Tynystanov str., 215 Tel. (996 312) 66 34 00 Fax (996 312) 66 40 47, (996 312) 66 57 24	Mr Aliasbek Alymkulov
Latvia	Ministry of Welfare	28 Skolas Str., Riga, LV 1331 Tel: 6702 1600/Fax: 6727 6445 Website: <a href="http://www.lm.gov.lv/">www.lm.gov.lv/</a>	Ms Ilze Vinkele
Lithuania	Ministry of Social Security and Labour	Vivulskio g. 11, 03610 Vilnius A.Vivulskio str. 11, 03610 Vilnius Tel: (+370 5) 2664 201 Fax (+370 5) 2664 209, <a href="http://www.socmin.lt/index.php?-2104963702">www.socmin.lt/index.php?-2104963702</a>	Algimanta Pabedinskiene
Luxembourg	Ministry of Labour and Employment	26, rue Zithe, L-2939 Luxembourg Tel.: (+352) 24786100/Fax: (+352) 24786108 E-mail: <a href="mailto:info@mte.public.lu">info@mte.public.lu</a> Website: <a href="http://www.mte.public.lu/">//www.mte.public.lu/</a> (French only)	Nicolas Schmit
Malta	Ministry of Education, Employment and the Family	201 Strait Street, Valletta, VLT 2000 Tel: 2568 9000/Fax: 2568 9148 <a href="http://www.education.gov.mt">www.education.gov.mt</a>	Ms Dolores Cristina
Republic of Moldova	Ministry of Labour, Social Protection and Family	1 Vasile Alecsandri str., Chisinau, MD-2009, Tel: (+373) 22 26 93 01 Fax: (+373) 22 26 93 10 <a href="http://www.mpsfc.gov.md/">www.mpsfc.gov.md/</a>	Ms. Valentina Buliga
Montenegro	Ministry of Labour and Social Welfare	Tel: (+382)020482148/Fax: 020234227 <a href="http://www.minradiss.gov.me/en/ministry">www.minradiss.gov.me/en/ministry</a>	Suad Numanović
Netherlands	Ministry of Social Affairs and Employment	Anna van Hannoverstraat 4, 2595 BJ Den Haag Tel: 070-333 4444/Fax: 070-333 4033 <a href="http://www.government.nl/ministries/szw">www.government.nl/ministries/szw</a>	Lodewijk Asscher
Norway	Ministry of Labour	Akersgata 64, Postboks 8019 Dep, 0030 Oslo Tel: +47 916 73 519/+47 22 24 90 90 Fax: +47 22 24 87 11 <a href="http://www.regjeringen.no/en/dep/aid.html?id=165">www.regjeringen.no/en/dep/aid.html?id=165</a>	Anniken Huitfeldt
Poland	Ministry of Labour and Social Policy	ul. Nowogrodzka 1/3/5, 00-513 Warszawa Tel: 48 22 661 10 00 <a href="http://www.mpips.gov.pl/en/about-the-ministry/">www.mpips.gov.pl/en/about-the-ministry/</a>	Władysław Kosiniak Kamysz

Portugal	Ministry of Economy and Employment  <i>Affiliated Ministries:</i> Ministry of Solidarity and Social Security	Rua da Horta Seca - 1200-221 Lisboa Tel: 213 245 400/Fax: 213 245 440 Email: <a href="mailto:gabinete.ministro@mee.gov.pt">gabinete.ministro@mee.gov.pt</a> <a href="http://www.portugal.gov.pt/en/the-ministries/ministry-of-economy-and-employment/about-this-ministry.aspx">www.portugal.gov.pt/en/the-ministries/ministry-of-economy-and-employment/about-this-ministry.aspx</a> OR <a href="http://www.mtss.gov.pt/">www.mtss.gov.pt/</a>	Álvaro Santos Pereira
Romania	Ministry of Labour, Family and Social Protection	str. Dem.I.Dobrescu nr.2-4 sectorul 1 Bukarezst Tel:021.313.62.67, 021.315.85.56 <a href="http://www.mmuncii.ro/en/">www.mmuncii.ro/en/</a>	Marina Campeanu
Russian Federation	Ministry of Labour and Social Security  <i>Affiliated ministries:</i> Ministry of Health and Social Development	<a href="http://www.government.ru/eng/power/237/">www.government.ru/eng/power/237/</a>	Maxim Topilin
San Marino	Department of Labour	Contrada del Collegio (Palazzo Mercuri) 4789 San Marino - Repubblica di San Marino Tel.: 0549 88.5362/Fax: 0549 88.2535 <a href="http://www.lavoro.sm/on-line/Home.html">www.lavoro.sm/on-line/Home.html</a> (Italian only)	Francesco M Mussoni
Serbia	Ministry of Labour and Social Policy	Nemanjina 11, 11 000 Belgrade, Serbia Tel: 011/3614 621 Fax: 011/3617 587 <a href="http://www.minrzs.gov.rs/cms/">www.minrzs.gov.rs/cms/</a>	John Krkobabic
Slovakia	Ministry of Labour, Social Affairs and Family	Špitalska 4,6,8, 816 43 Bratislava Slovak Republic Tel: + 421 2 2046 0000 <a href="http://www.employment.gov.sk/index.php?SMC=1&amp;lg=sk">www.employment.gov.sk/index.php?SMC=1&amp;lg=sk</a>	JUDr. Ján Richter
Slovenia	Ministry of Labour, Family and Social Affairs	Kotnikova 28, 1000 Ljubljana, Slovenia Tel: +386 1 369 77 00/Fax: +386 1 369 78 32 <a href="http://www.mddsz.gov.si/en/">www.mddsz.gov.si/en/</a>	Andrej Vizjak M.Sc.
Spain	Ministry of Labour and Social Security	C/Agustín de Betherncourt, 4, 28071 Madrid Tel: 91 363 00 00 <a href="http://www.mtin.es/">www.mtin.es/</a>	Fátima Báñez García
Sweden	Ministry of Employment	Rosenbad 4, SE-103 33 Stockholm Tel: +46 8 405 10 00 Fax: +46 8 411 36 16 <a href="http://www.regeringen.se/sb/d/8270">www.regeringen.se/sb/d/8270</a>	Hillevi Engström

Switzerland	Department of Economic Affairs	Schwanengasse 2, 3003 Bern Tel: +41 313 222007/Fax: +41 313 222194 <a href="http://www.evd.admin.ch/index.html?lang=en">www.evd.admin.ch/index.html?lang=en</a>	Johann N. Schneider-Ammann
Tajikistan	Ministry of Labour and Social Protection of the Population	5/2 A. Navoi Street Tel: (+992 372) 21-70-51 Email: <a href="mailto:askar@netrt.org">askar@netrt.org</a>	
Macedonia	Ministry of Labour and Social Policy	Rr. Dame Gruev, nr. 14, 1000 Shkup Tel: (02) 3 106 445/Fax: (02) 3 117 154 <a href="http://www.mtsp.gov.mk/">www.mtsp.gov.mk/</a>	Spiro Ristovski
Turkey	Ministry of Labour and Social Security	İnönü Bulvarı No:42 Pk: 06520 Emek, Ankara Tel: 0312 296 60 00 <a href="http://www.csgb.gov.tr/csgbPortal/csgb.portal">www.csgb.gov.tr/csgbPortal/csgb.portal</a> (Turkish only)	Mr Faruk Celik
Turkmenistan	Ministry of Labour and Social Welfare	<a href="http://www.turkmenistan.gov.tm/">www.turkmenistan.gov.tm/</a>	Mr Bekmyrat Shamuradov
Ukraine	Ministry of Social Policy	8/10, Esplanadna street., Kyiv, Ukraine 01001 Tel:(044) 289 5448/226 2445 Fax: (044) 289-00-98 <a href="http://www.mlsp.gov.ua">www.mlsp.gov.ua</a> (Russian only)	Ms Korolevska Nataliya Yuriyivna
United Kingdom	Department for Work and Pensions  <i>Affiliated departments:</i> Department for Business, Innovation and Skills Health and Safety Executive	Caxton House, Tothill Street, London SW1H 9DA <a href="http://www.dwp.gov.uk/">www.dwp.gov.uk/</a>	The Right Honourable Iain Duncan Smith
Uzbekistan	Ministry of Labour and Social Security	20-A, Avloniy street, Tashkent, Republic of Uzbekistan 100100 Tel:+998 (71) 239-4121/239-4112 Fax (99871) 139 41 56/139 41 12/139 88 31 <a href="http://www.mexnat.uz">www.mexnat.uz</a>	Mr Aktam Khaitov



---

## Annex 2

### Selected organizational charts of Ministries of Labour

The purpose of this annex is **not to provide an ideal model**, but to display **a variety of options** chosen by governments in structuring their labour ministries. This annex contains examples that deal with organization structures from different angles.

There are examples of countries with a **holistic** approach to labour administration and combining in one ministry labour, employment and social security matters (Algeria, Belgium, Bulgaria, Estonia, Germany, Montenegro, Slovenia, Spain or Swaziland), as well as examples of countries with labour administration targeting only **labour issues** (India, Jordan, Kingdom of Saudi Arabia, Malaysia, Norway, Oman).

A specific category of the labour ministry are **multi-portfolio models**, typical especially but not exclusively for very small and small countries, that add to traditional labour matters the issues of public service (Senegal, Rwanda), education (Malta), trade and regional integration (Gambia) or health (Estonia, Japan). Finland combines mandates of economy and employment.

Other charts show how technical agendas of ministries are divided into **big clusters** (e.g. Estonia, Lithuania, South Africa) or into a bigger number of **smaller units** (e.g. USA).

Most charts also demonstrate the division between **administrative support** and **technical units**, as well as existence of **“political”** services, (political cabinet, advisors, media, etc) attached to the senior management.

While some ministries incorporated **labour inspection** services among other technical units (e.g. Belgium, Ethiopia, Jordan Lebanon and South Africa), other organizations display their specific and more autonomous position (e.g. Algeria Bulgaria, Estonia and Slovenia) or labour inspection does not appear on the organogram at all, as it is a separate agency (e.g. Slovakia, USA).

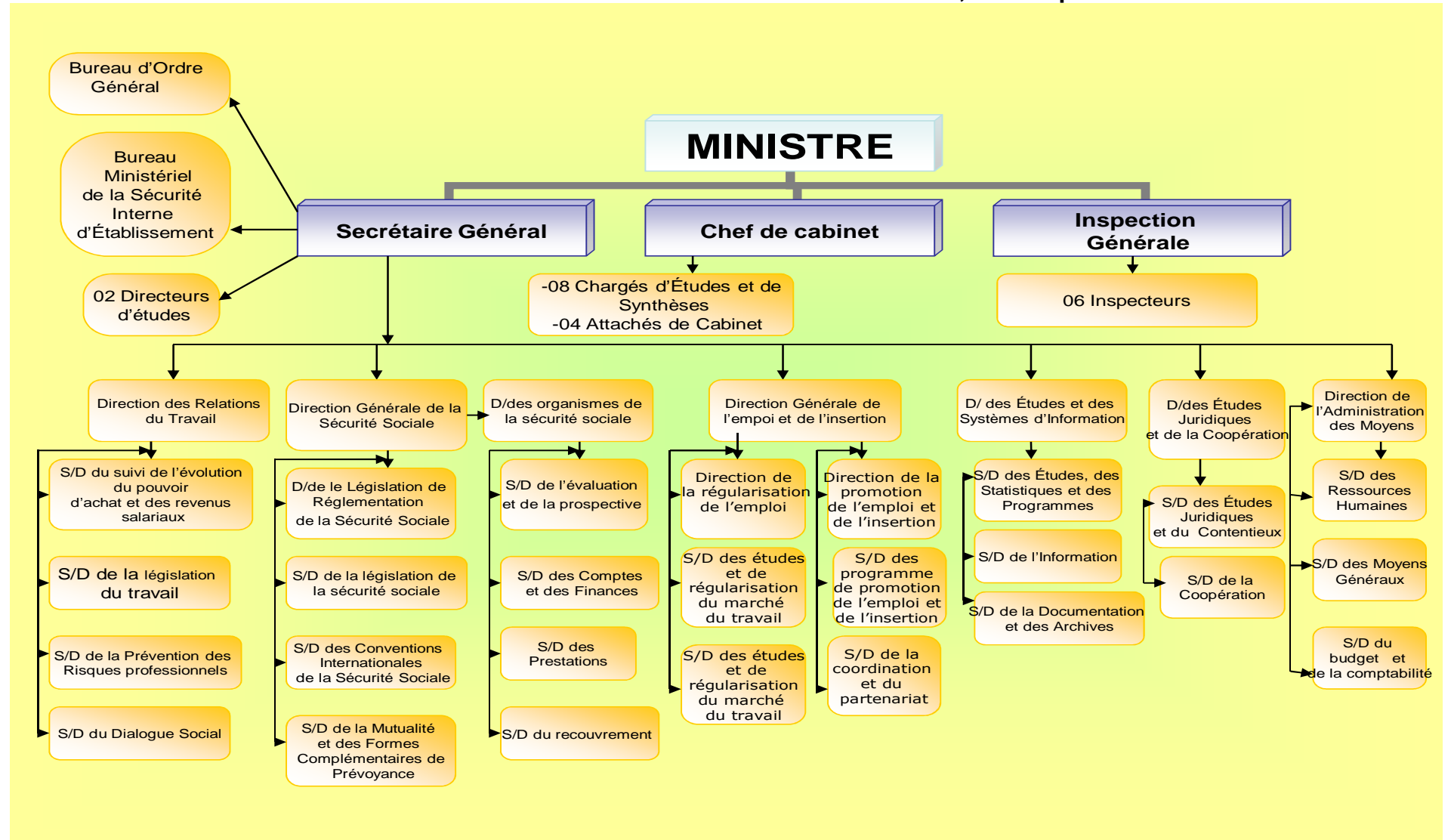
Organograms also show a specific position of the **internal audit**, which is usually placed directly under the minister (e.g. Austria, Bulgaria, Belgium, Canada, Estonia, Finland, Jordan, Lithuania etc.).

Some ministries have **strategic or planning units** that are part of the support services or attached directly to the senior management (e.g. Algeria, Denmark, Finland, Jordan, Lithuania, Oman) similarly to **coordinating units** (e.g. in Iceland or Jordan).

Division between **policy-making** and **implementation** level is demonstrated on the case of Slovakia, where the organizational chart of the Ministry is accompanied by the chart of an implementing agency, National office for labour, social affairs and family that is in charge of implementation of ministerial policies and providing related services to the population.

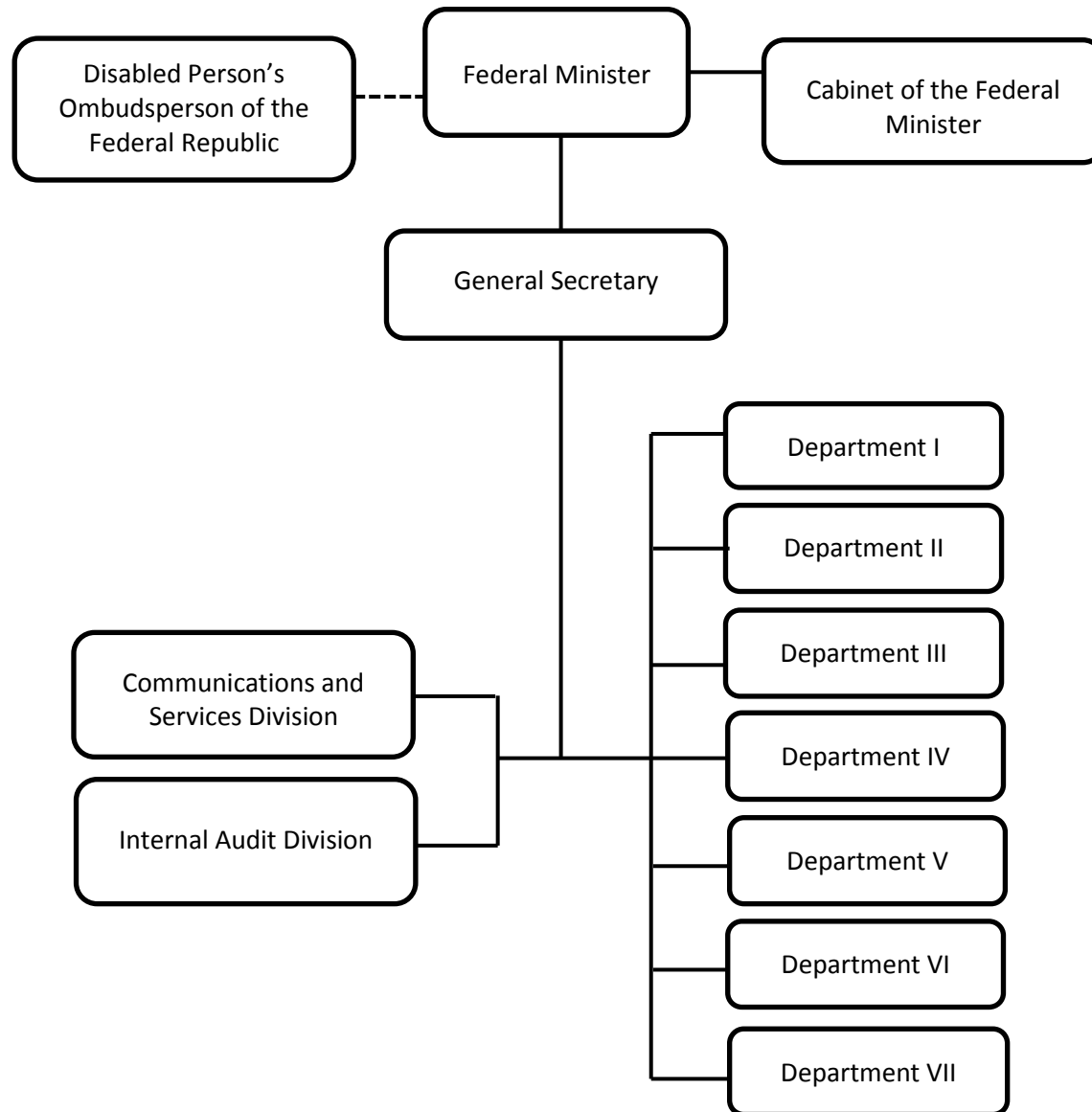
We also provide examples of **a provincial structure** (South Africa) as well as the organogram of Department of Workforce Services in the State of Wyoming (USA), interesting for its elaborated **Quality Assurance** unit reporting to the Deputy Director of the Department.

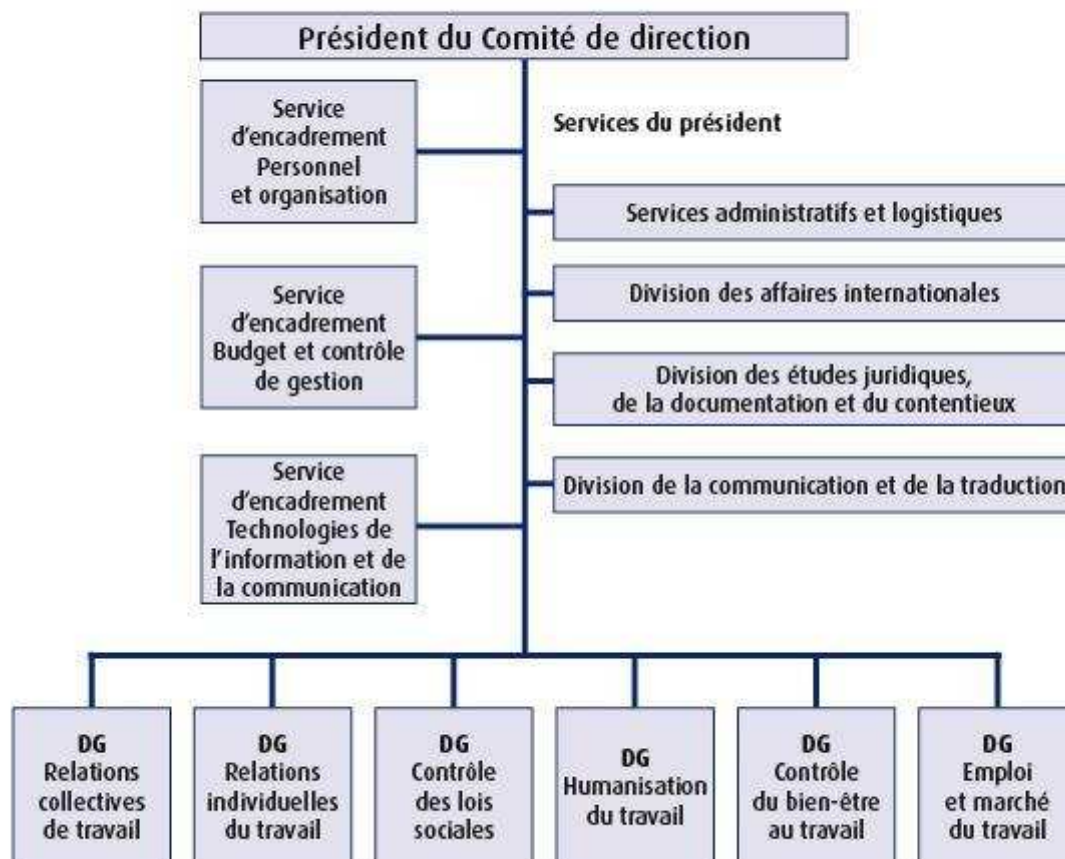
Some organizational structures also include various types of **research institutes** (e.g. Denmark, India, Japan, Malaysia, Malta, Norway, Philippines) and three of them (India, Malaysia and Norway) include the **labour (industrial) tribunal**, while in many other countries labour tribunals are independent of the labour ministry and are part of the judicial system under its own administration.



AUSTRIA

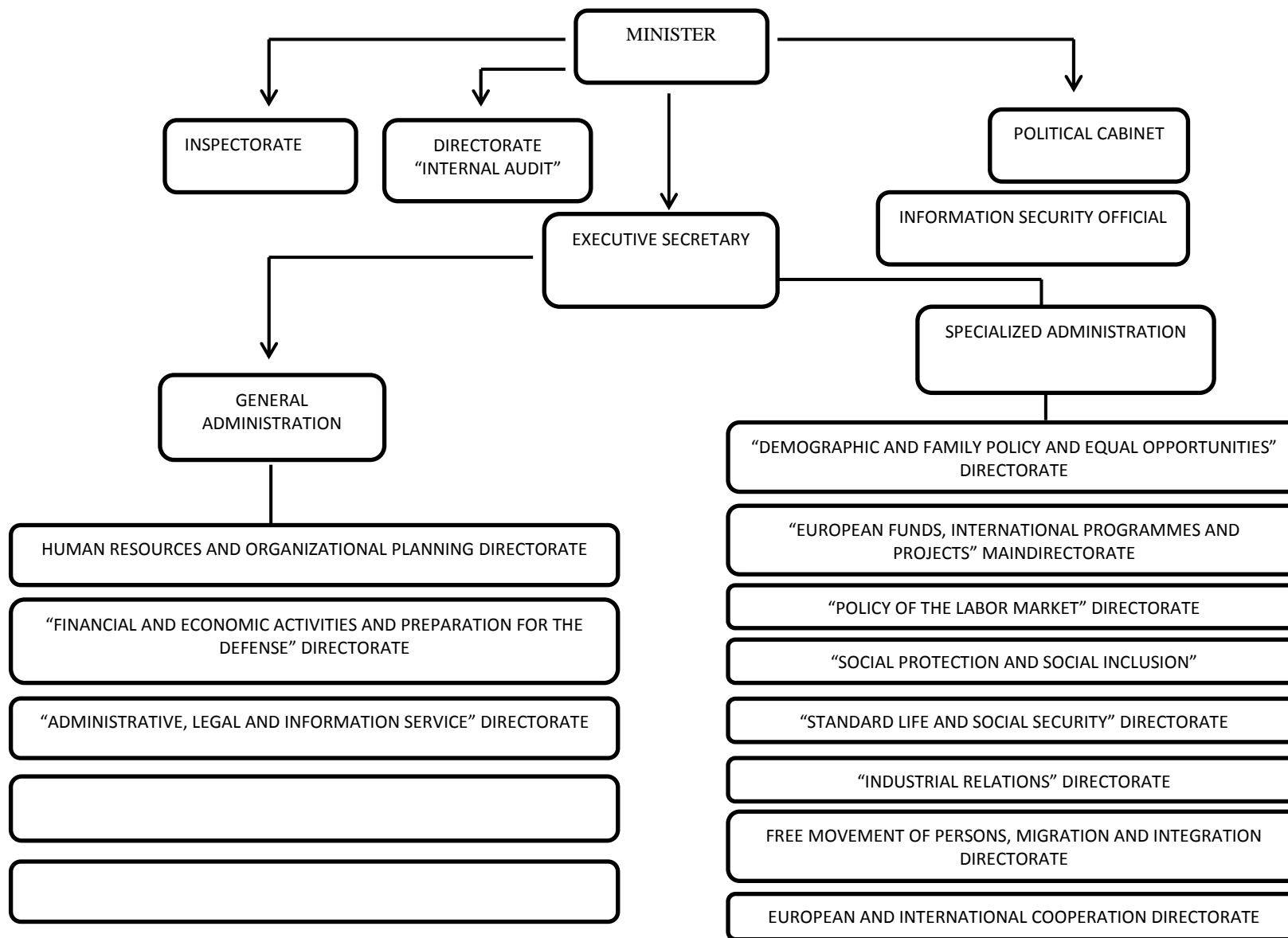
Federal Ministry of Labour, Social Affairs and Consumer Protection





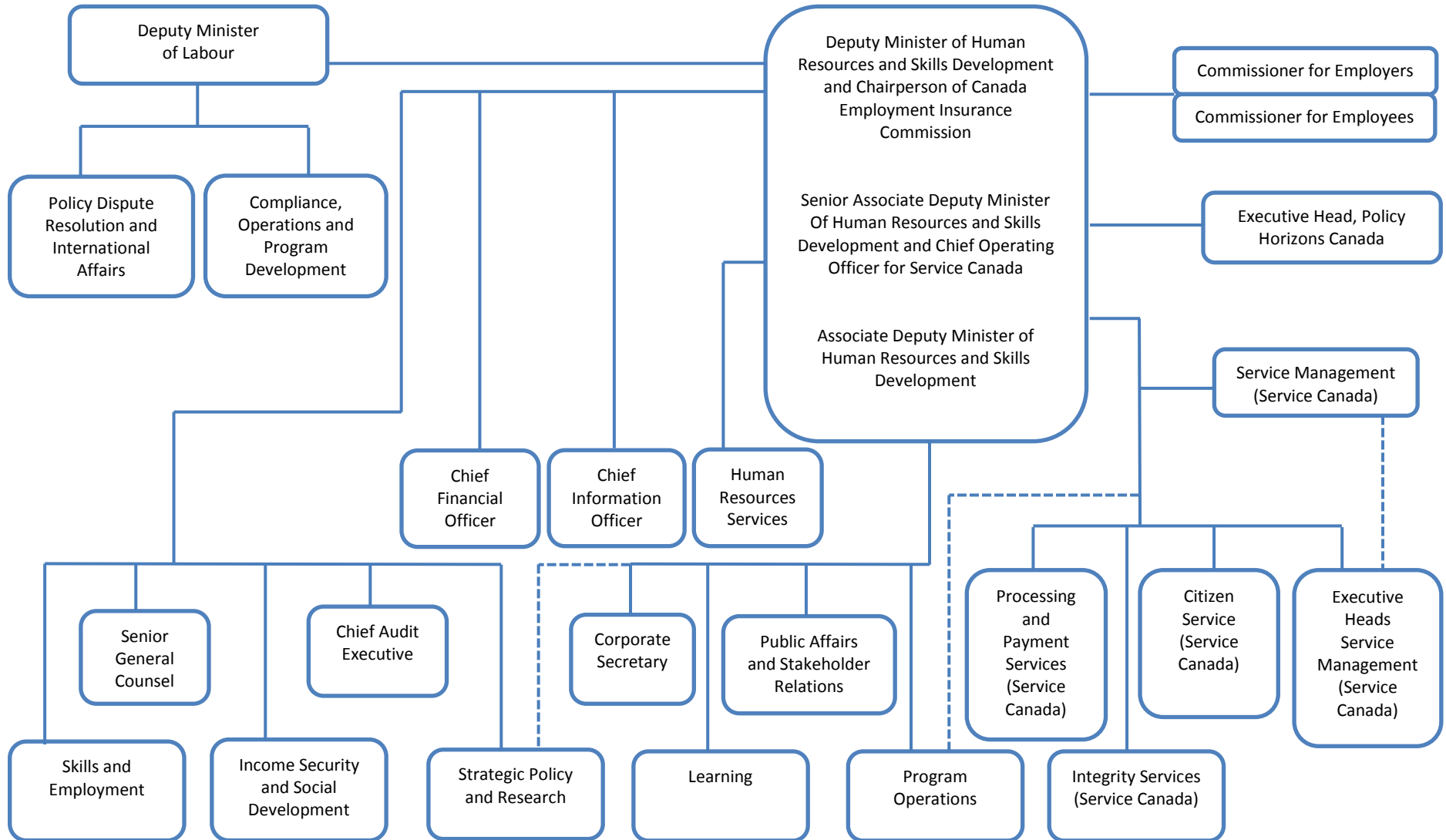
**BULGARIA**

**Ministry of Labour and Social Policy**



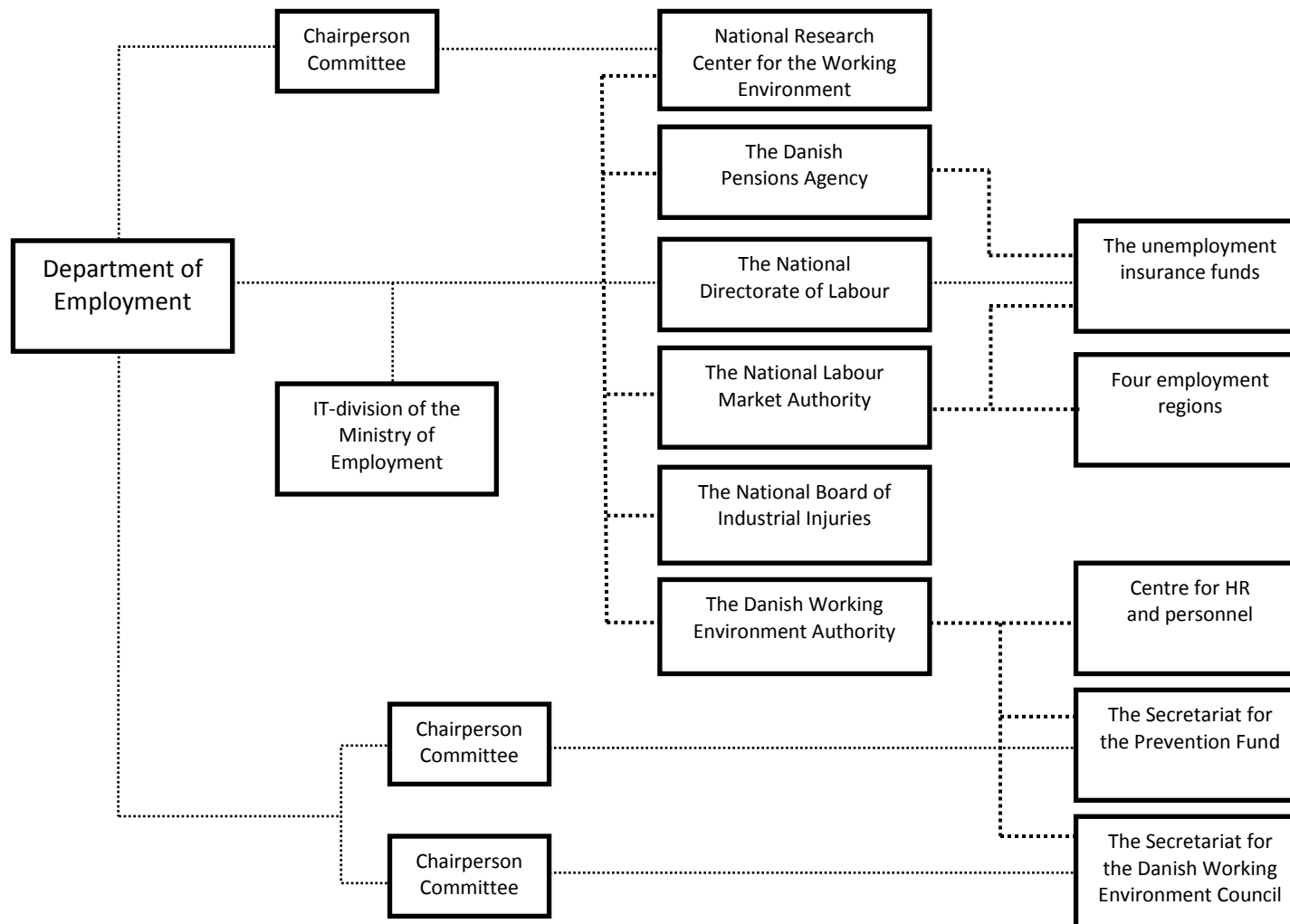
**CANADA**

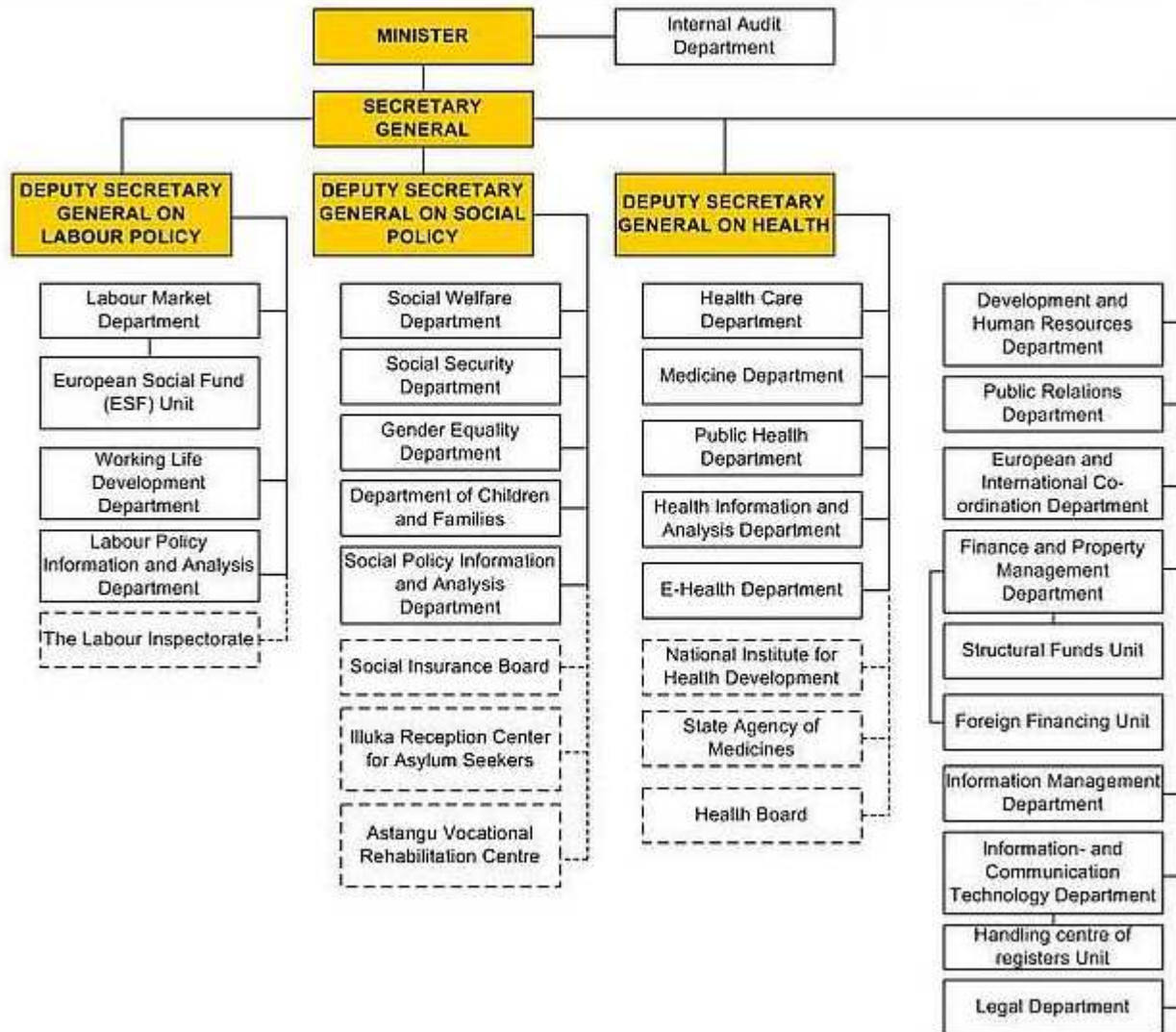
**Human Resources and Skills Development**



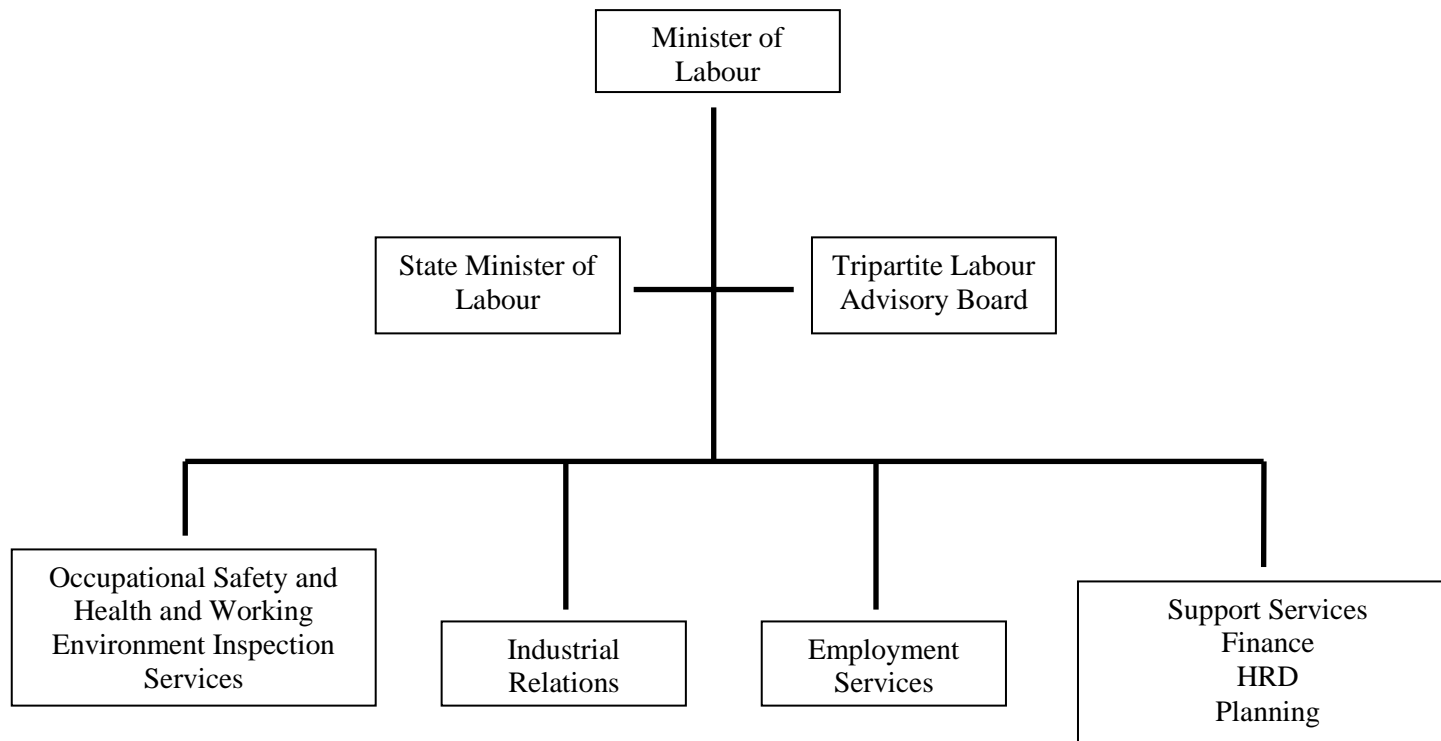
DENMARK

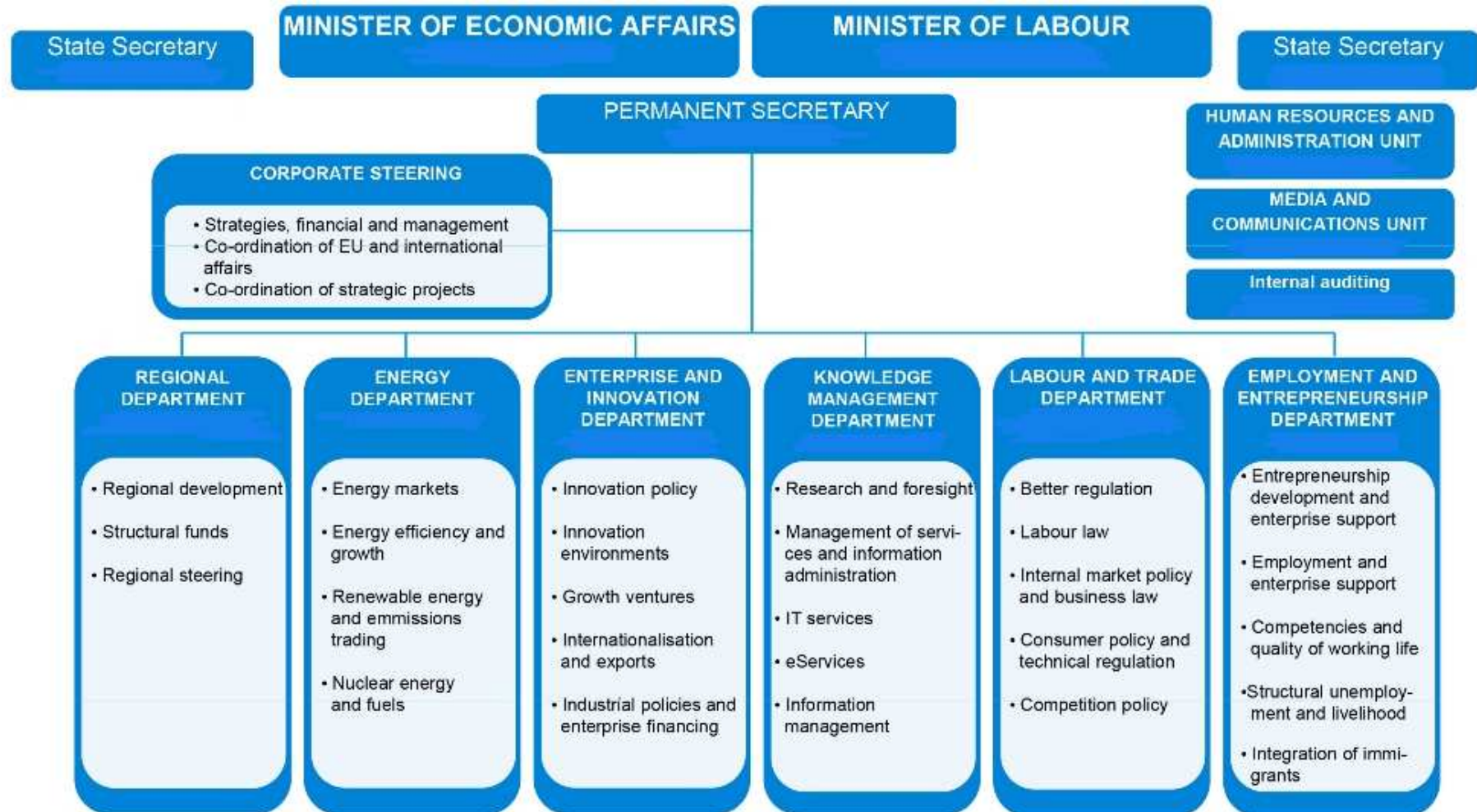
Ministry of Employment

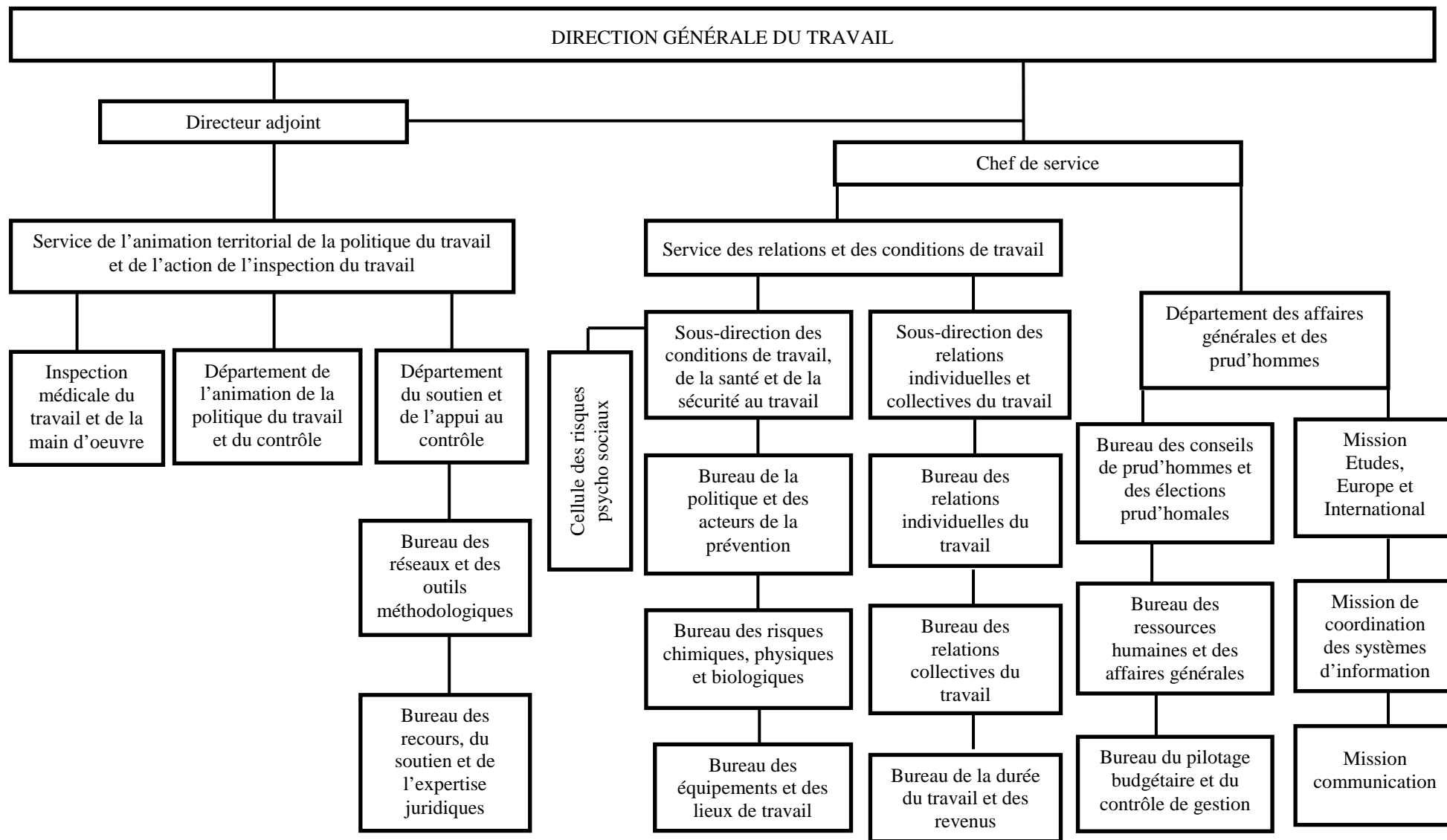






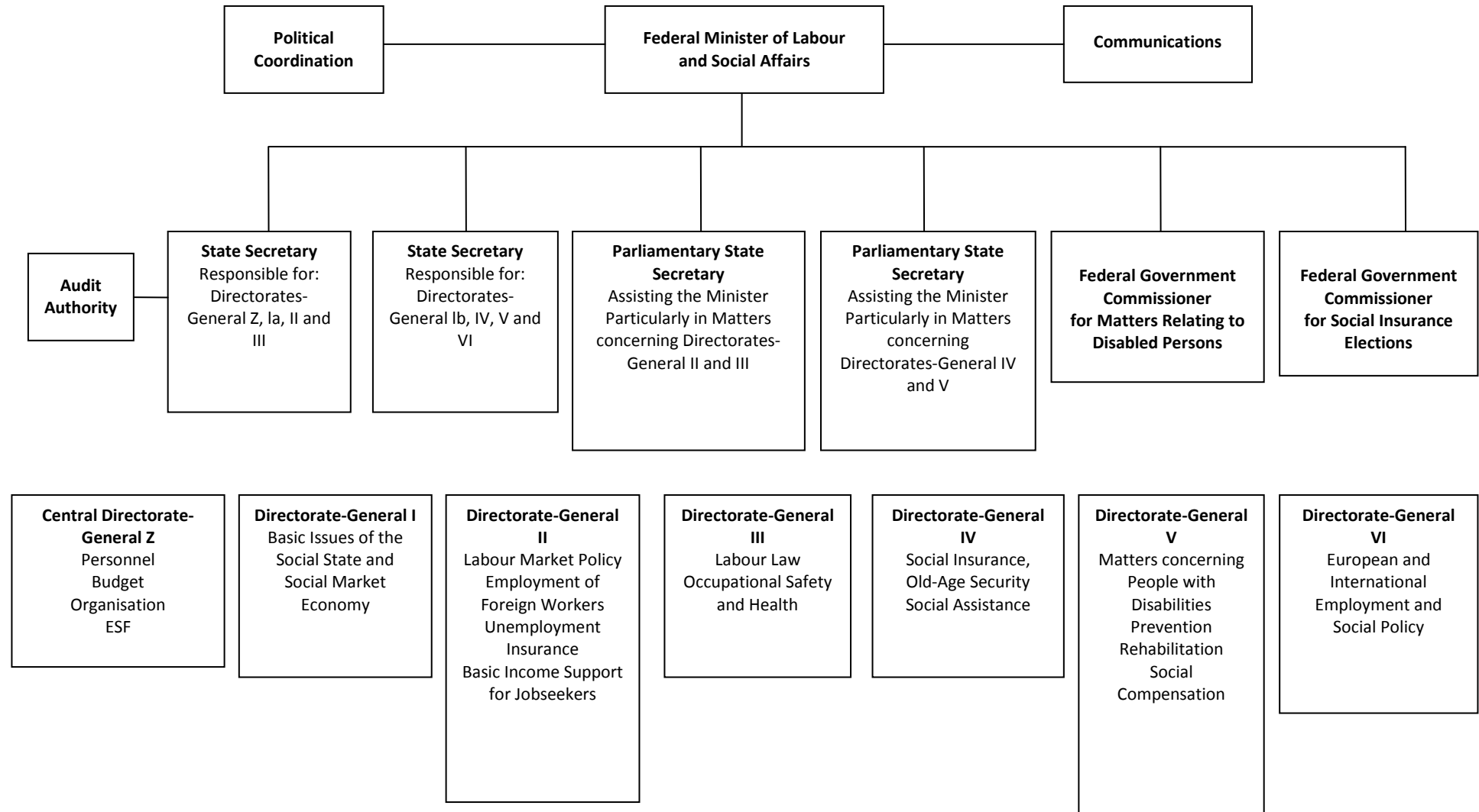




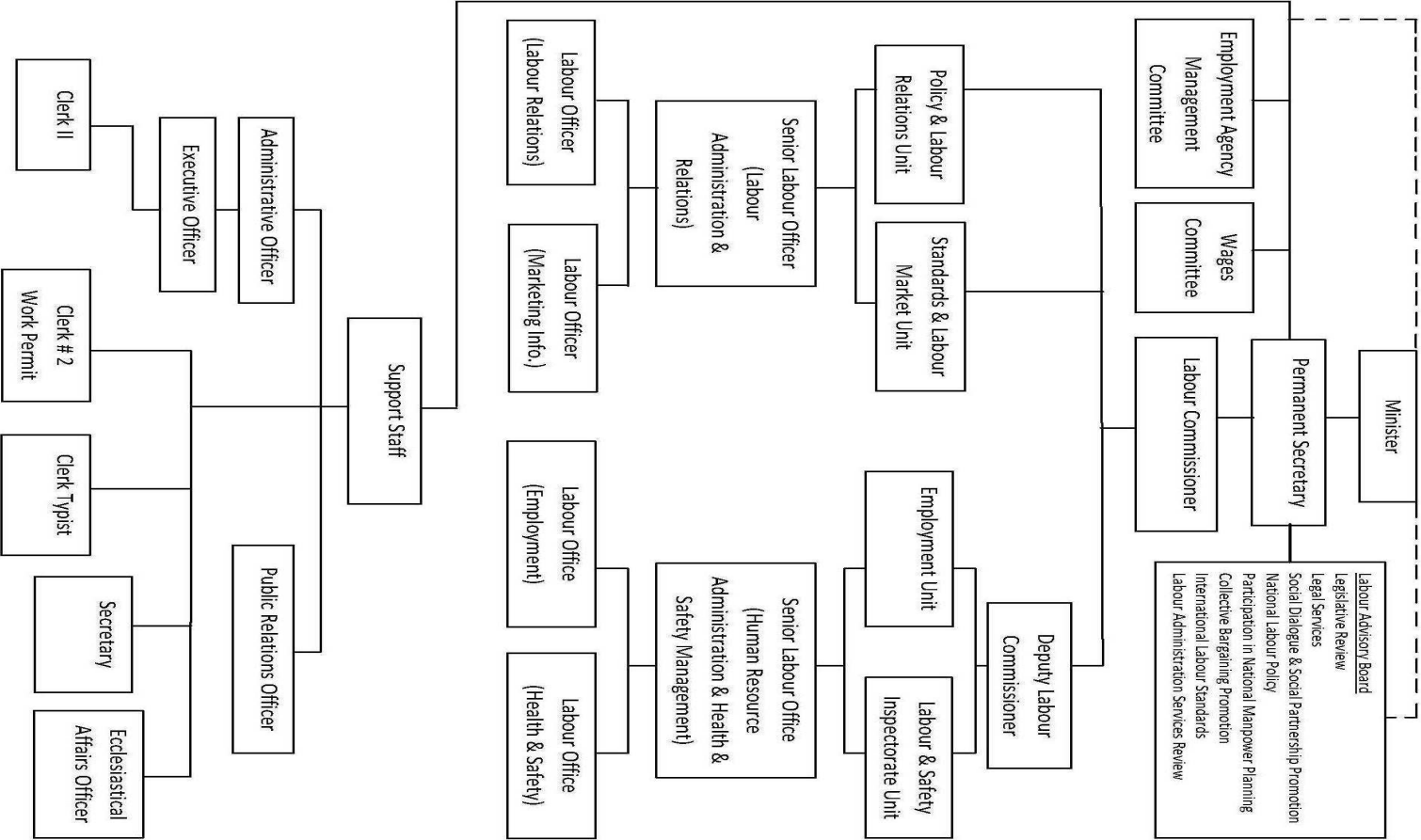


**GERMANY**

**Federal Ministry of Labour and Social Affairs**



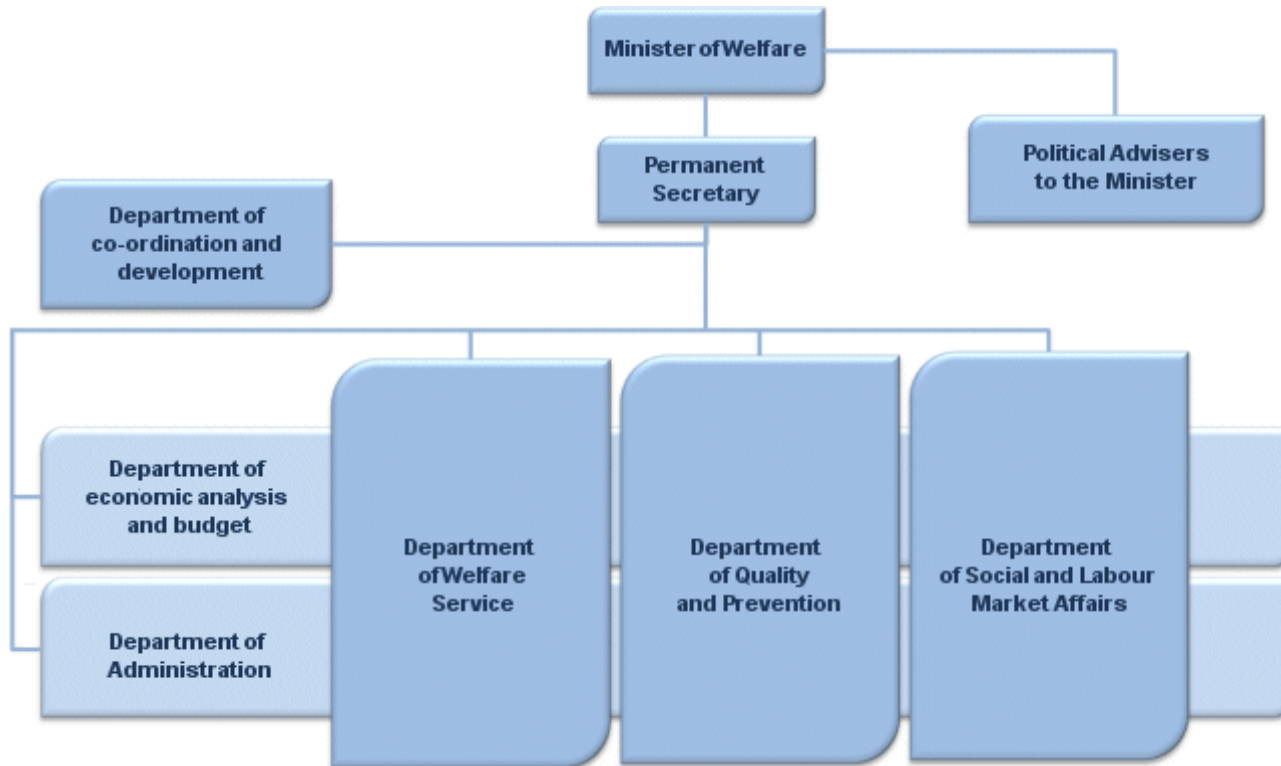
Department of Labour



GRENADA

ICELAND

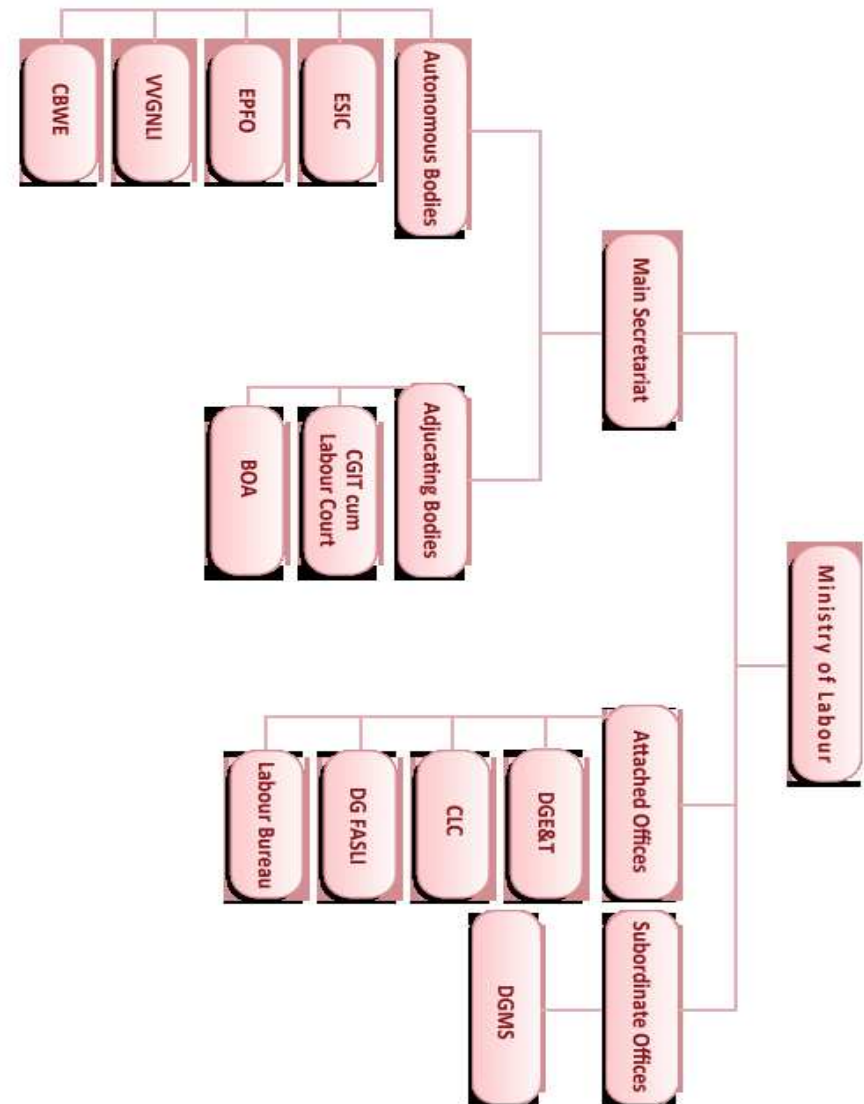
Ministry of Welfare

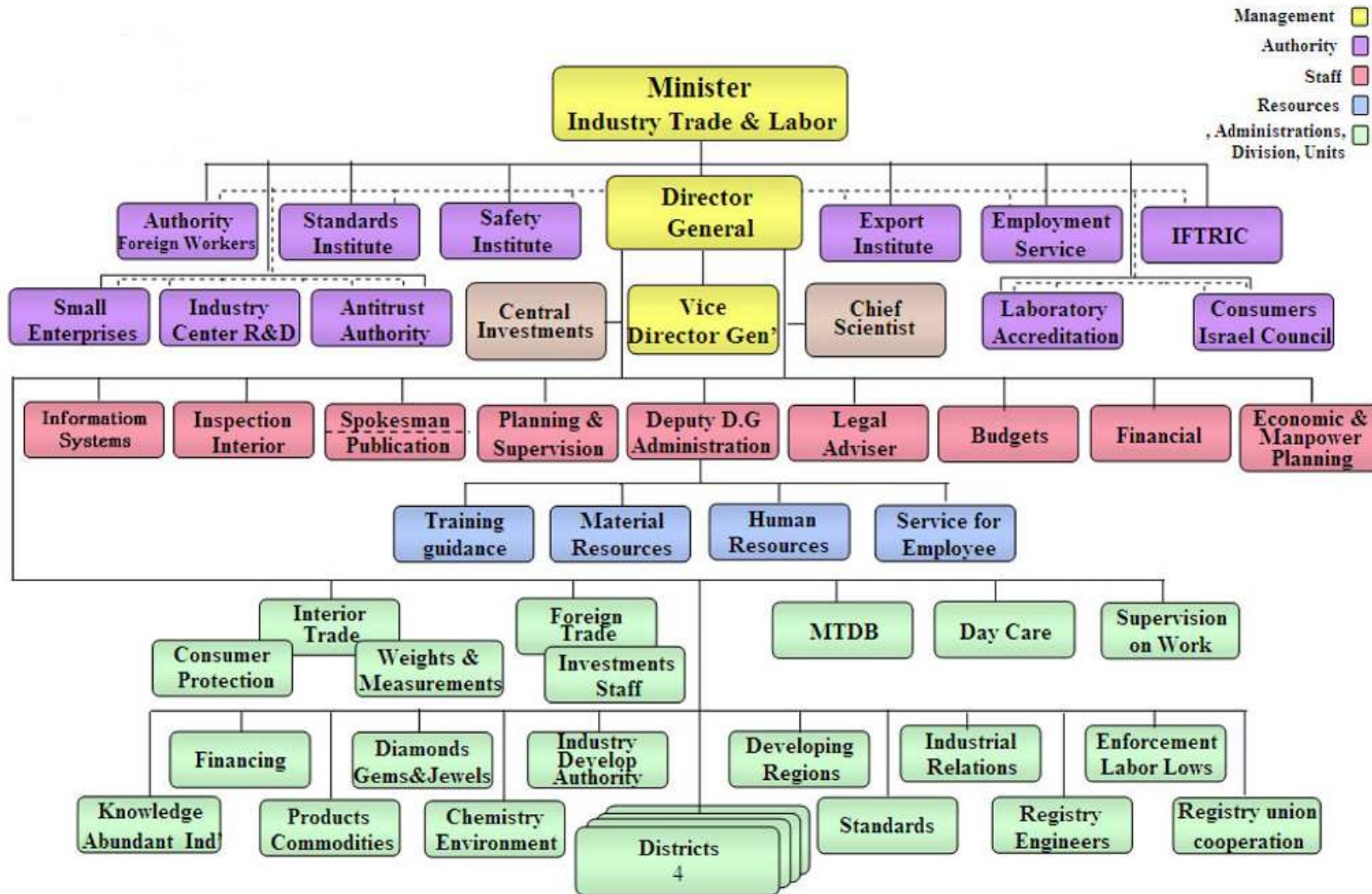


**INDIA**

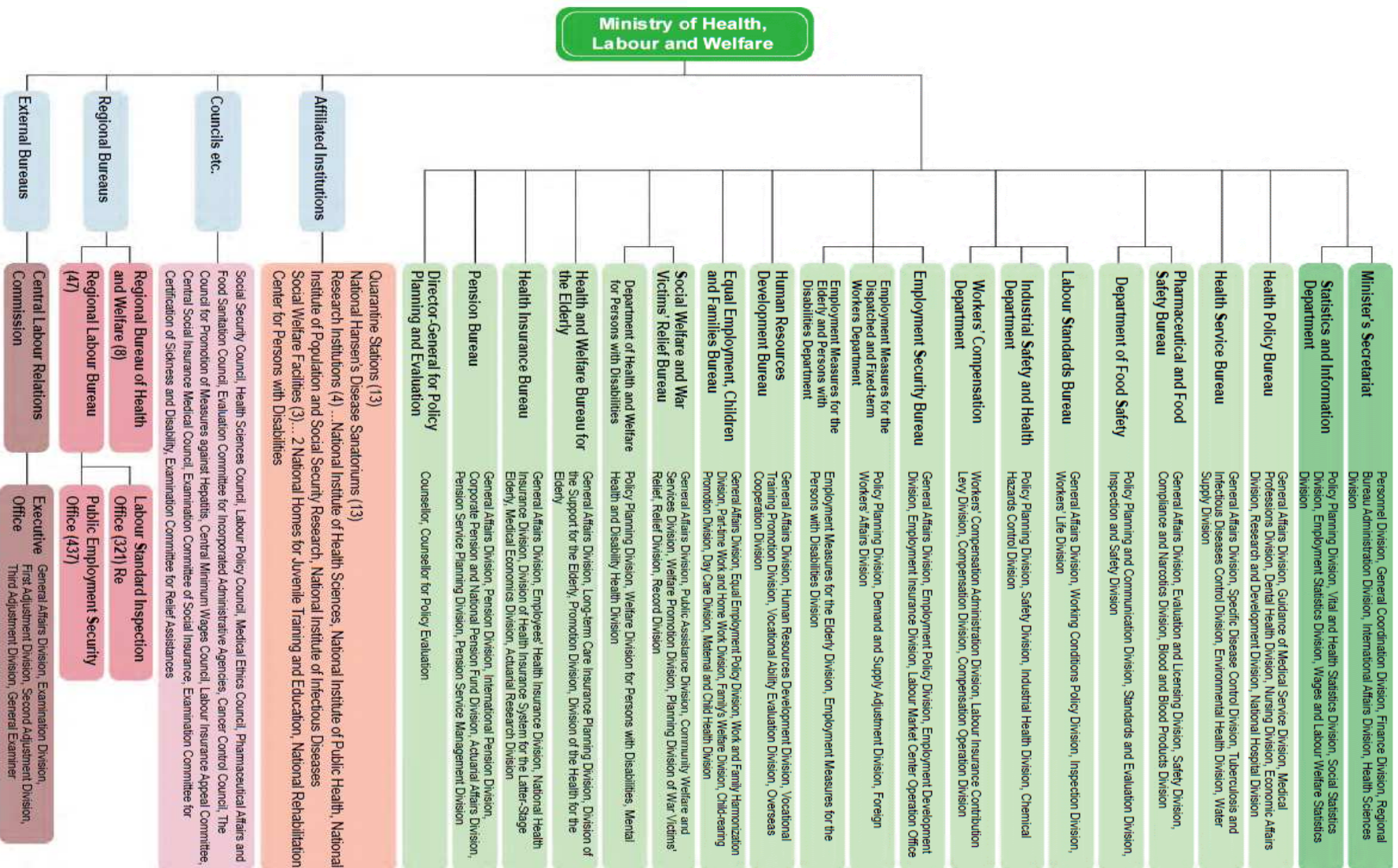
**Ministry of Labour**

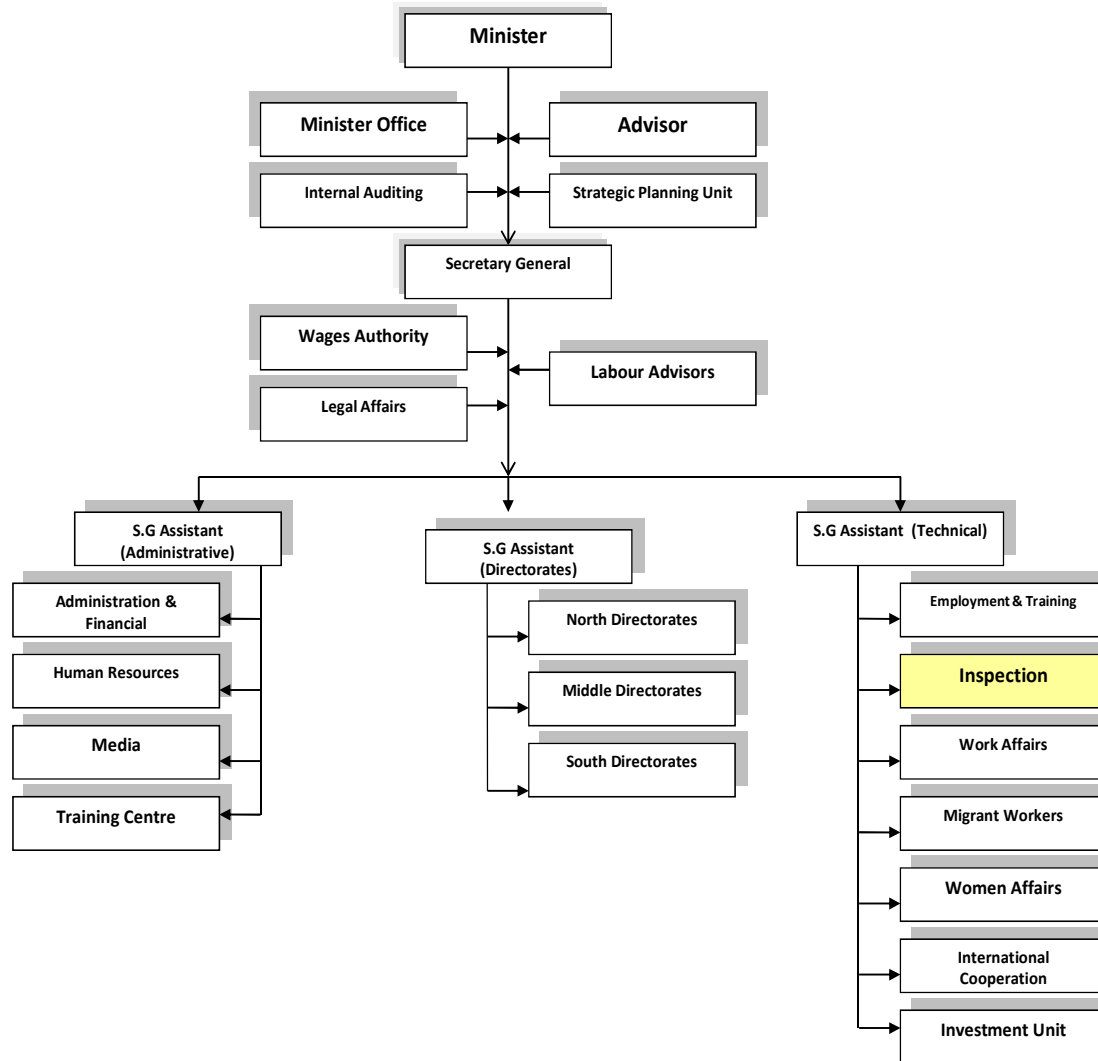
<b>Attached/Subordinate &amp; Autonomous Bodies</b>	
<b>Attached Offices</b>	
(DGE&T)	Directorate General of Employment & Training
(CLC(C))	Chief Labour Commissioner (Central)
(DGFASLI)	Directorate General of Factory Advice Service and Labour Institutes
(DGE&T)	Directorate General, Labour Bureau
<b>Subordinate Offices</b>	
(DGMS)	Directorate General of Mines Safety
(LWO)	Labour Welfare Organisation
(CGITs-cum-LCs)	Central Government Industrial Tribunal-cum-Labour Courts
(BoA)	Board of Arbitration
<b>Autonomous Bodies</b>	
(EPFO)	Employees' Provident Fund Organisation
(ESIC)	Employees State Insurance Corporation
(CBWE)	Central Board For Workers' Education
(VVGNLI)	V.V. Giri National Labour Institute
(NIMI)	National Instructional Media Institute
(NSC)	National Safety Council

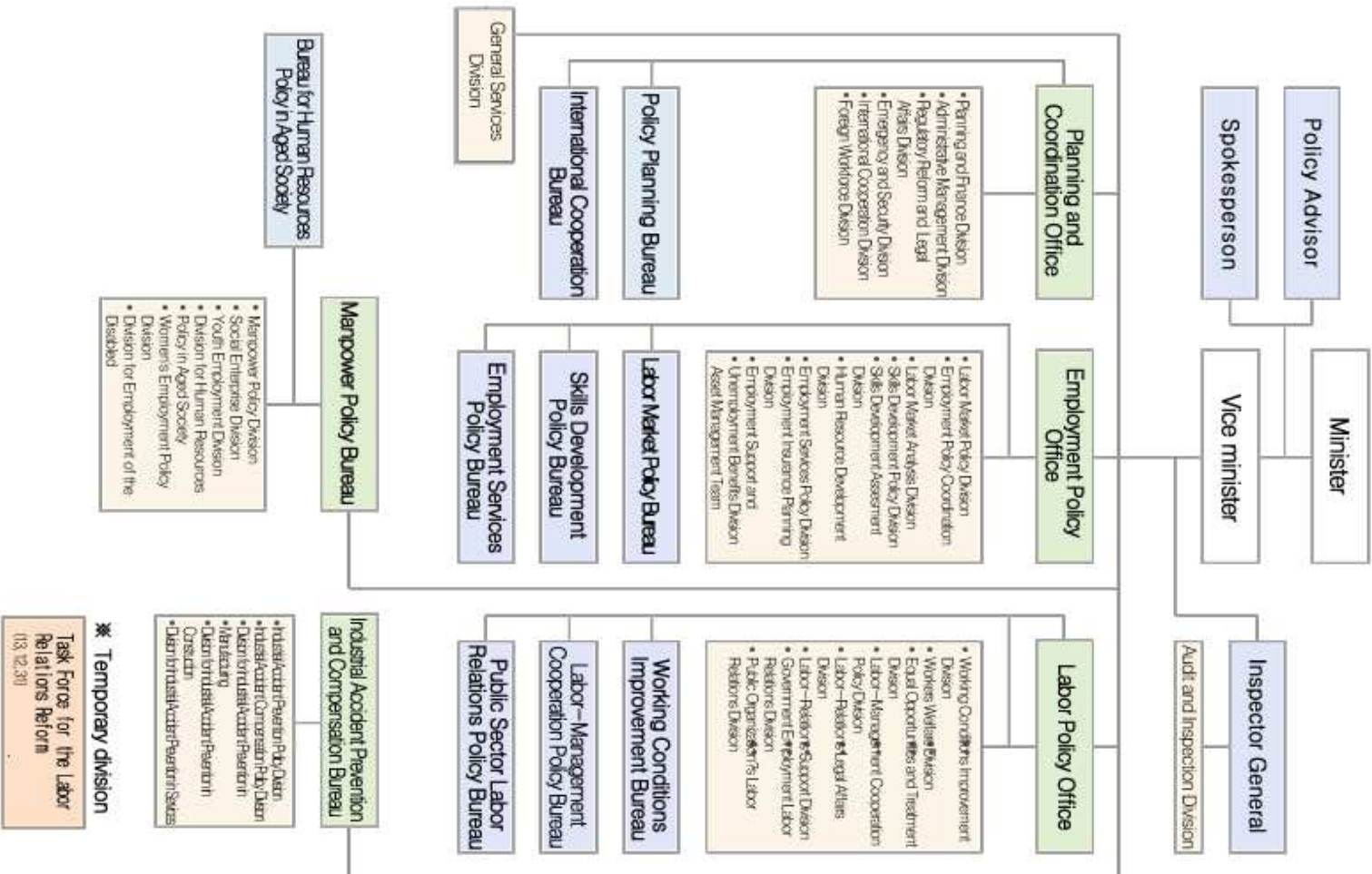


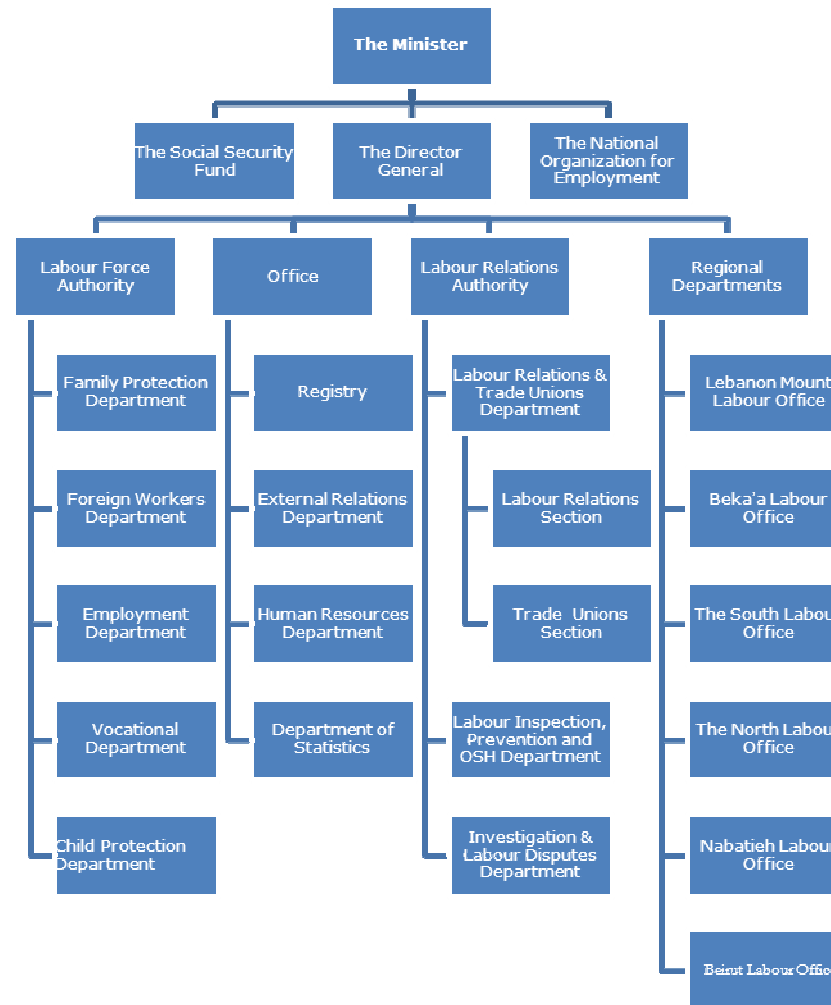


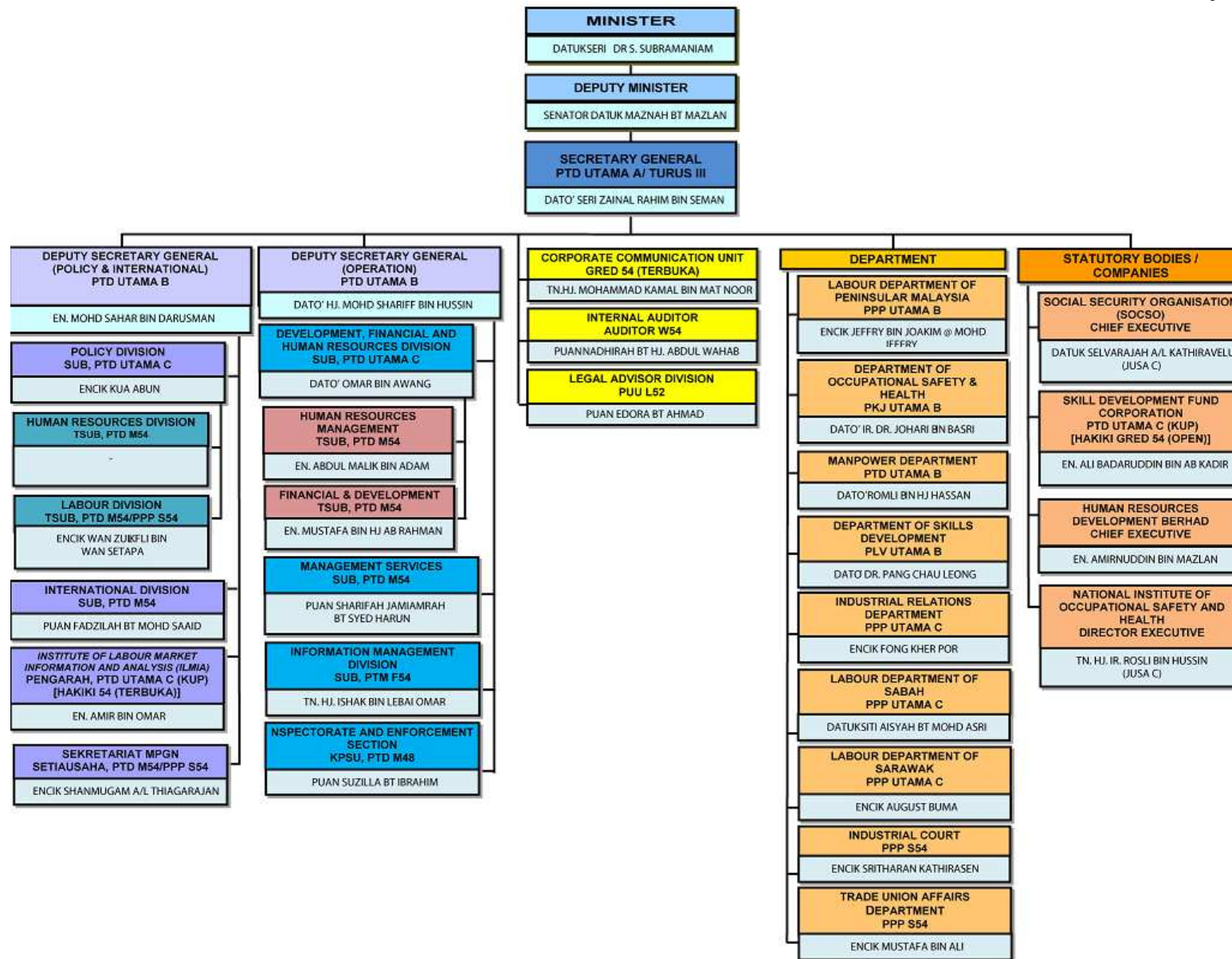


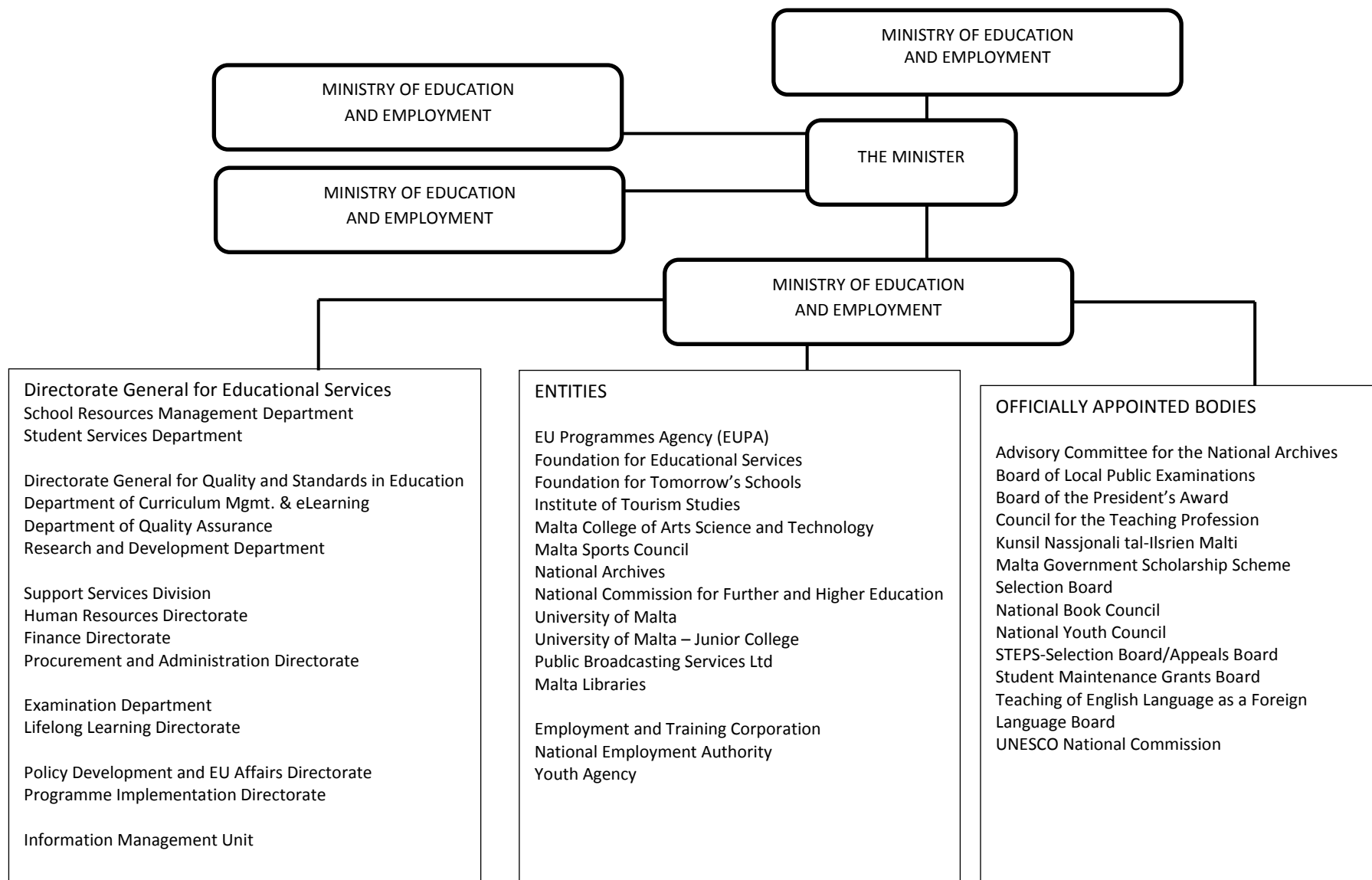


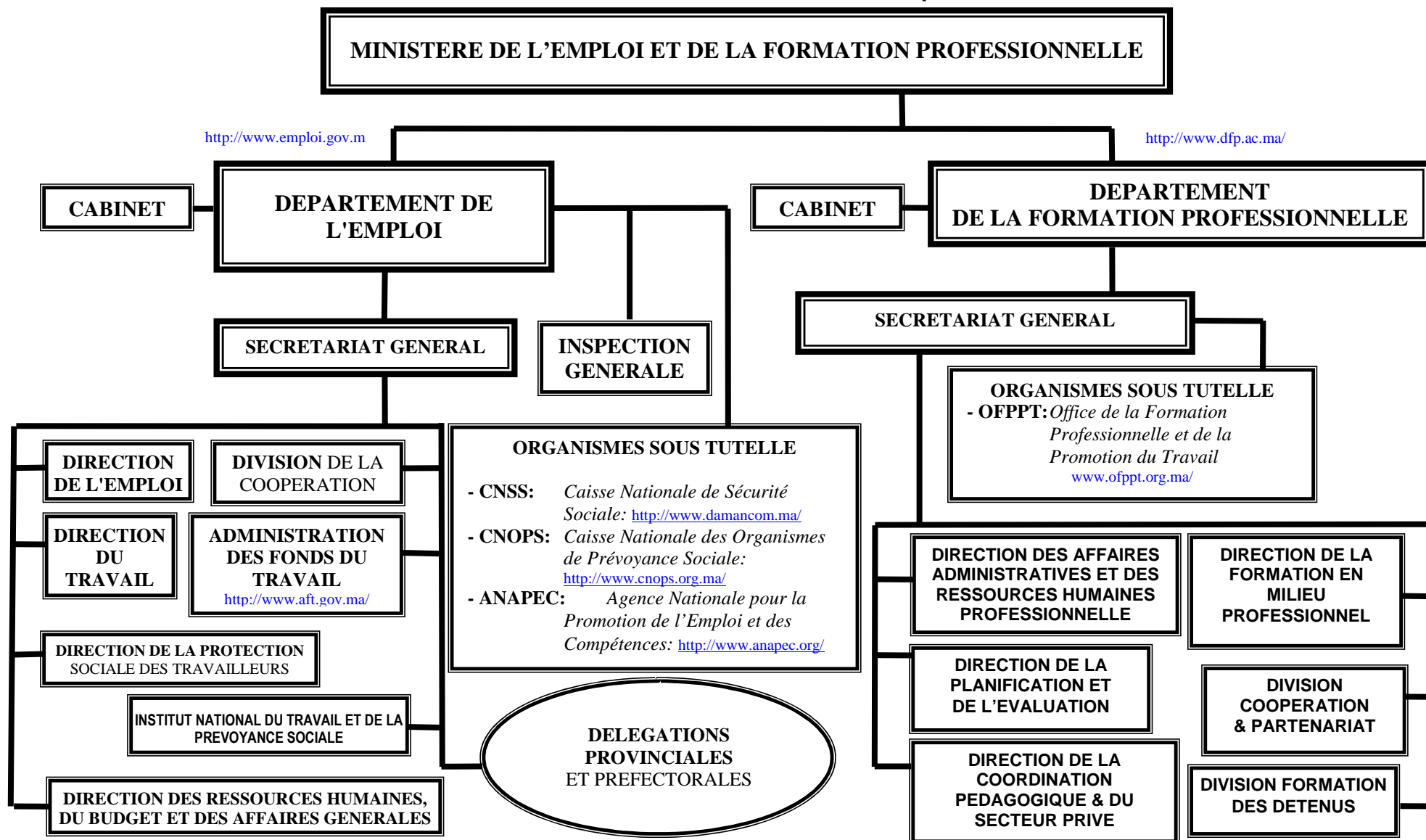


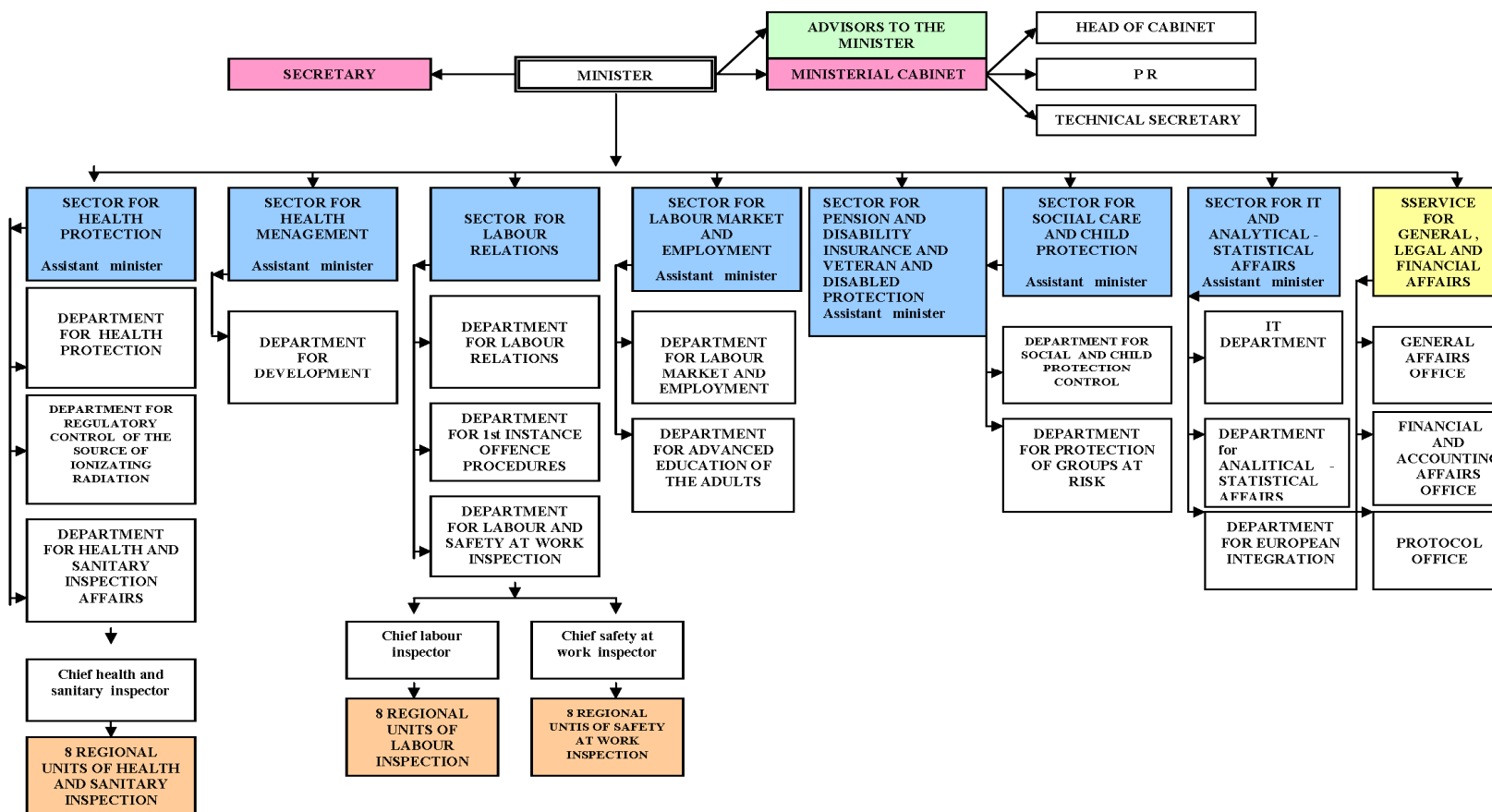








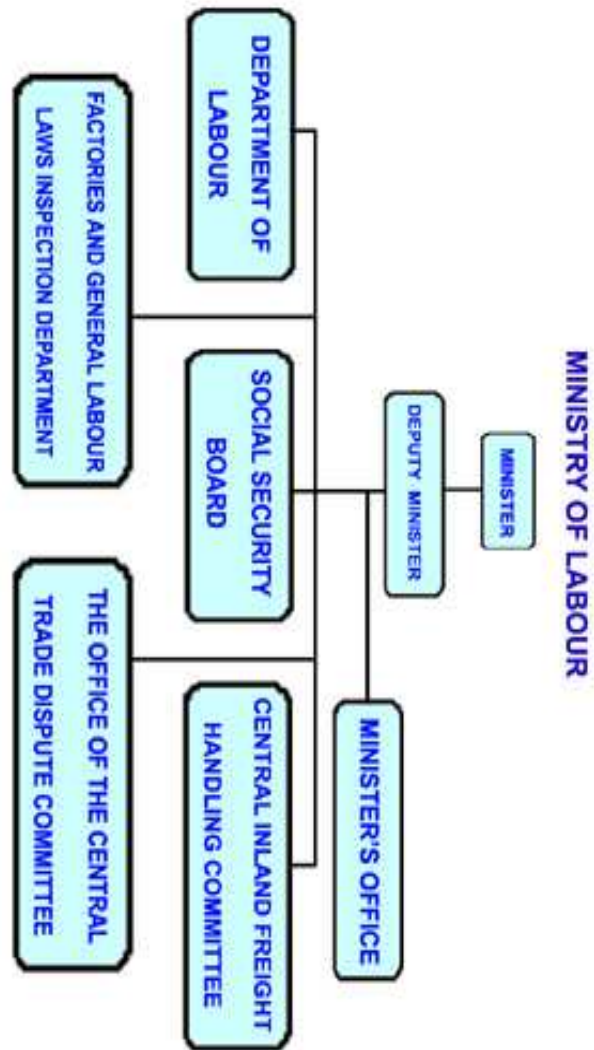




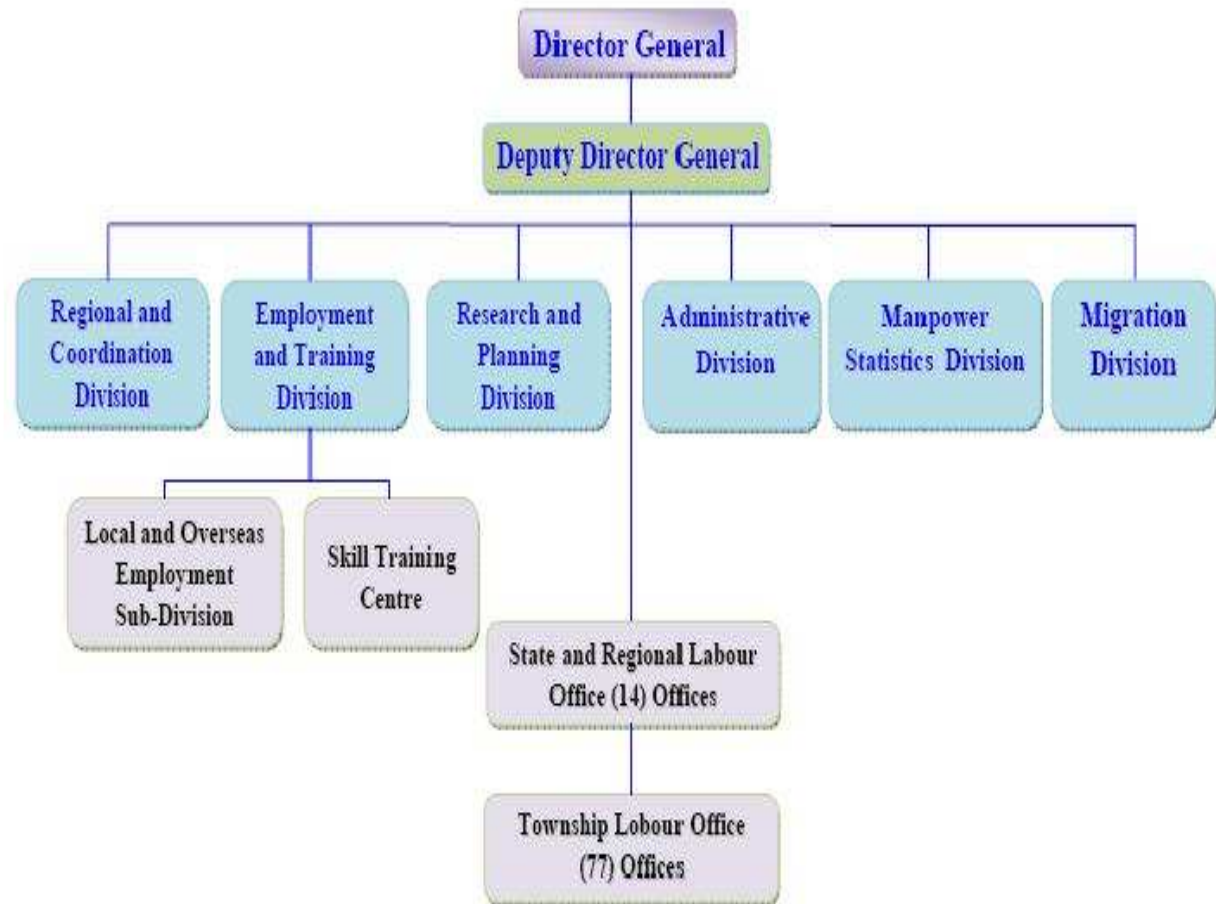


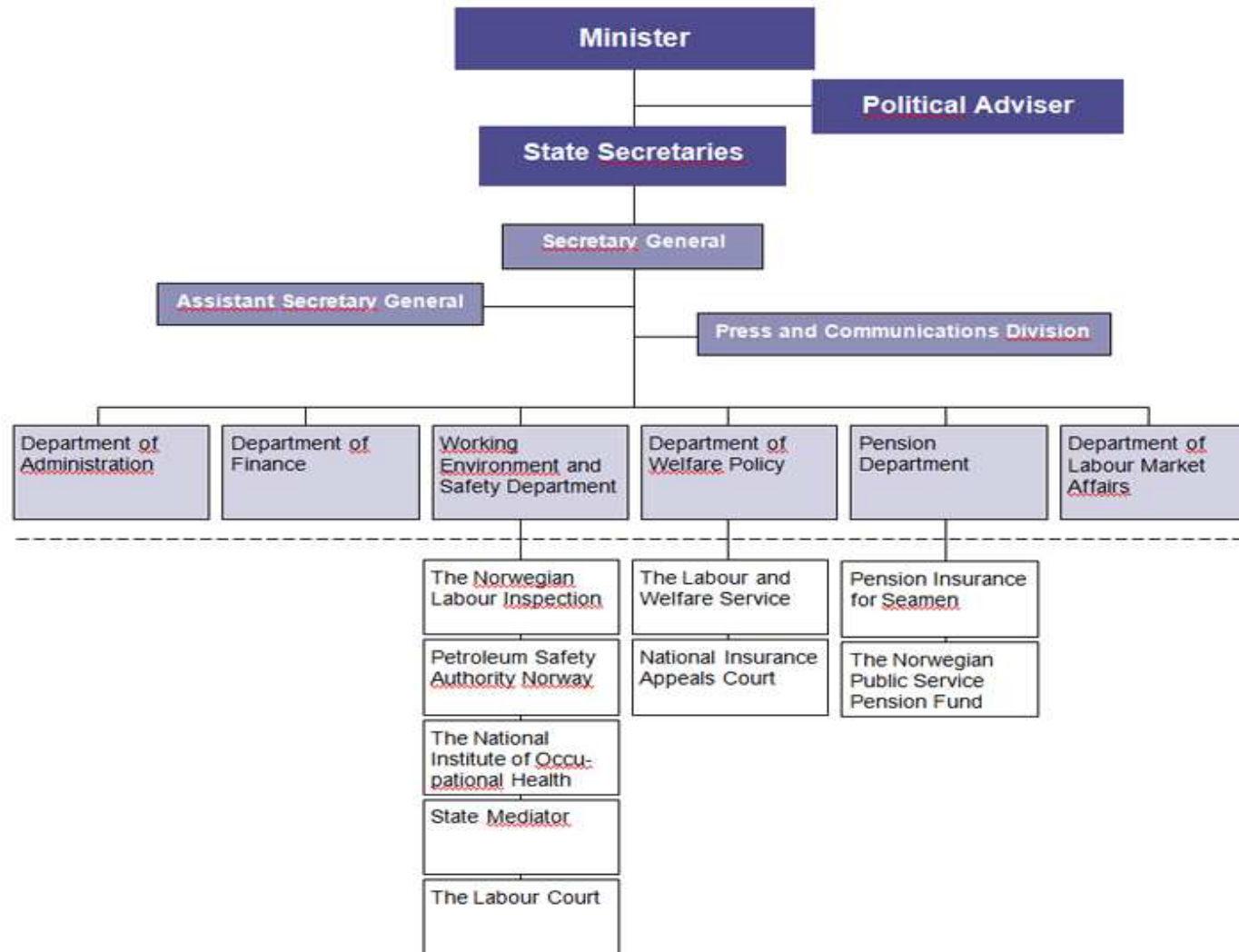
MYANMAR

Ministry of Labour and Department of Labour

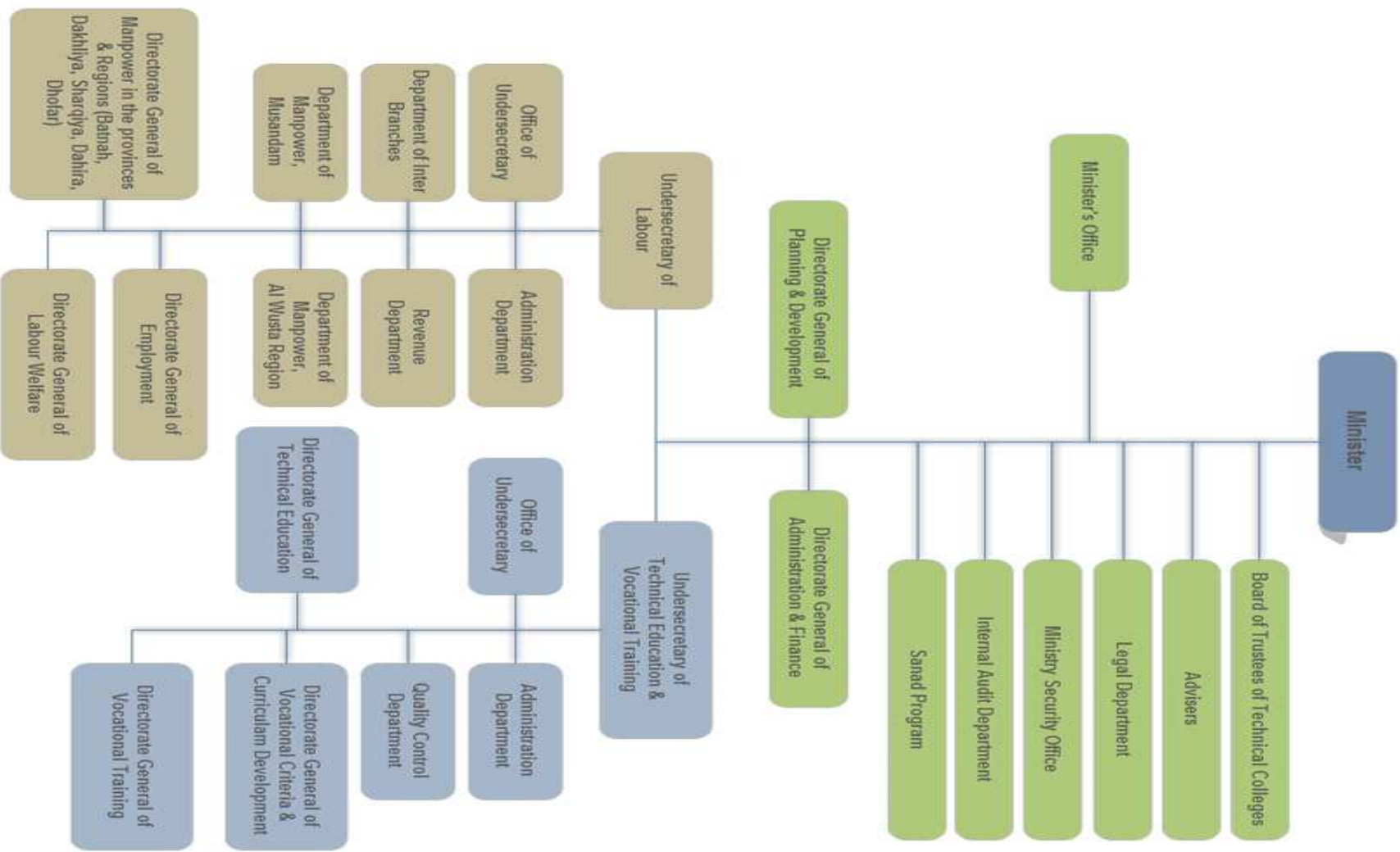


**Department of Labour Organization Structure**

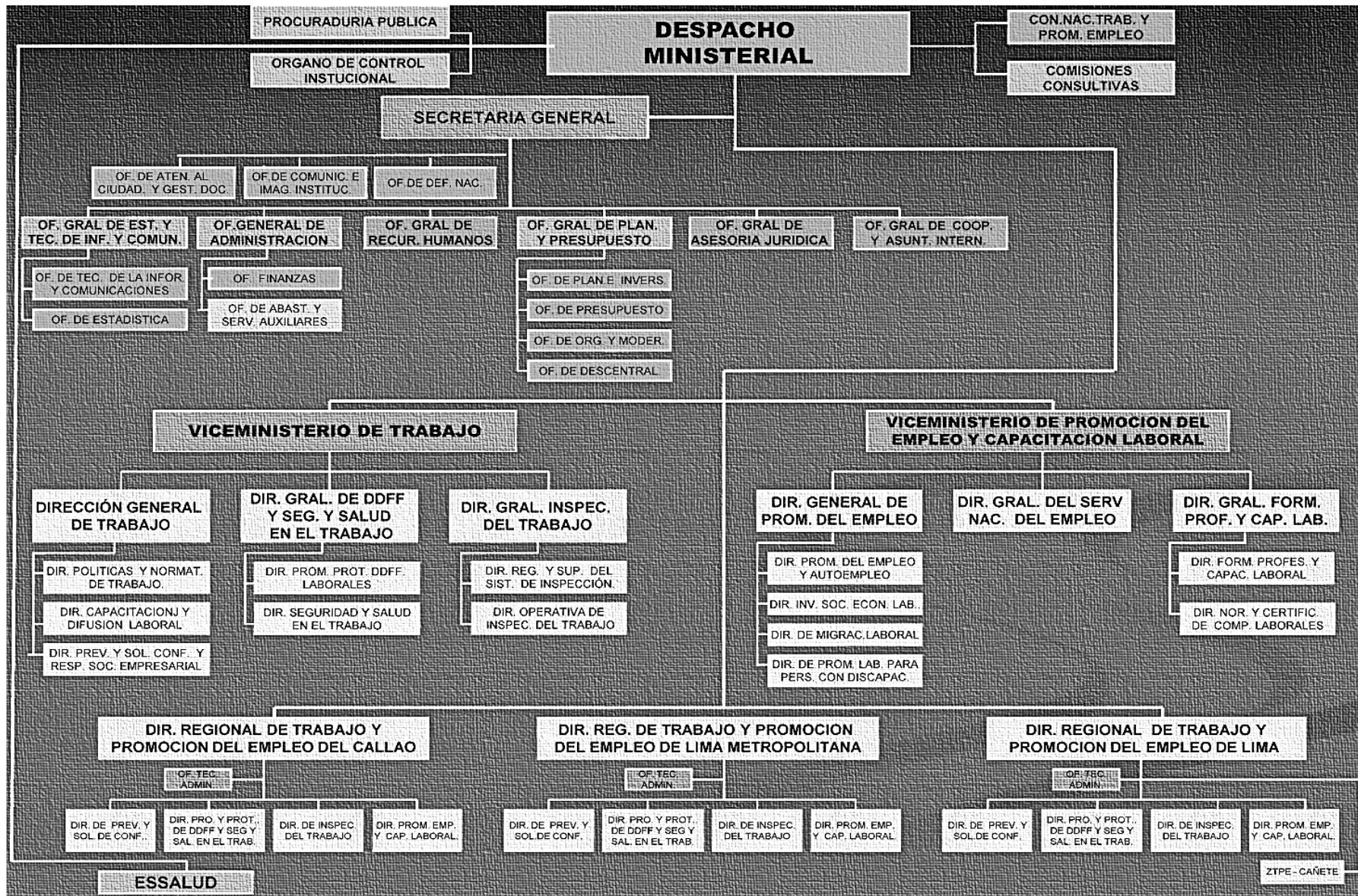


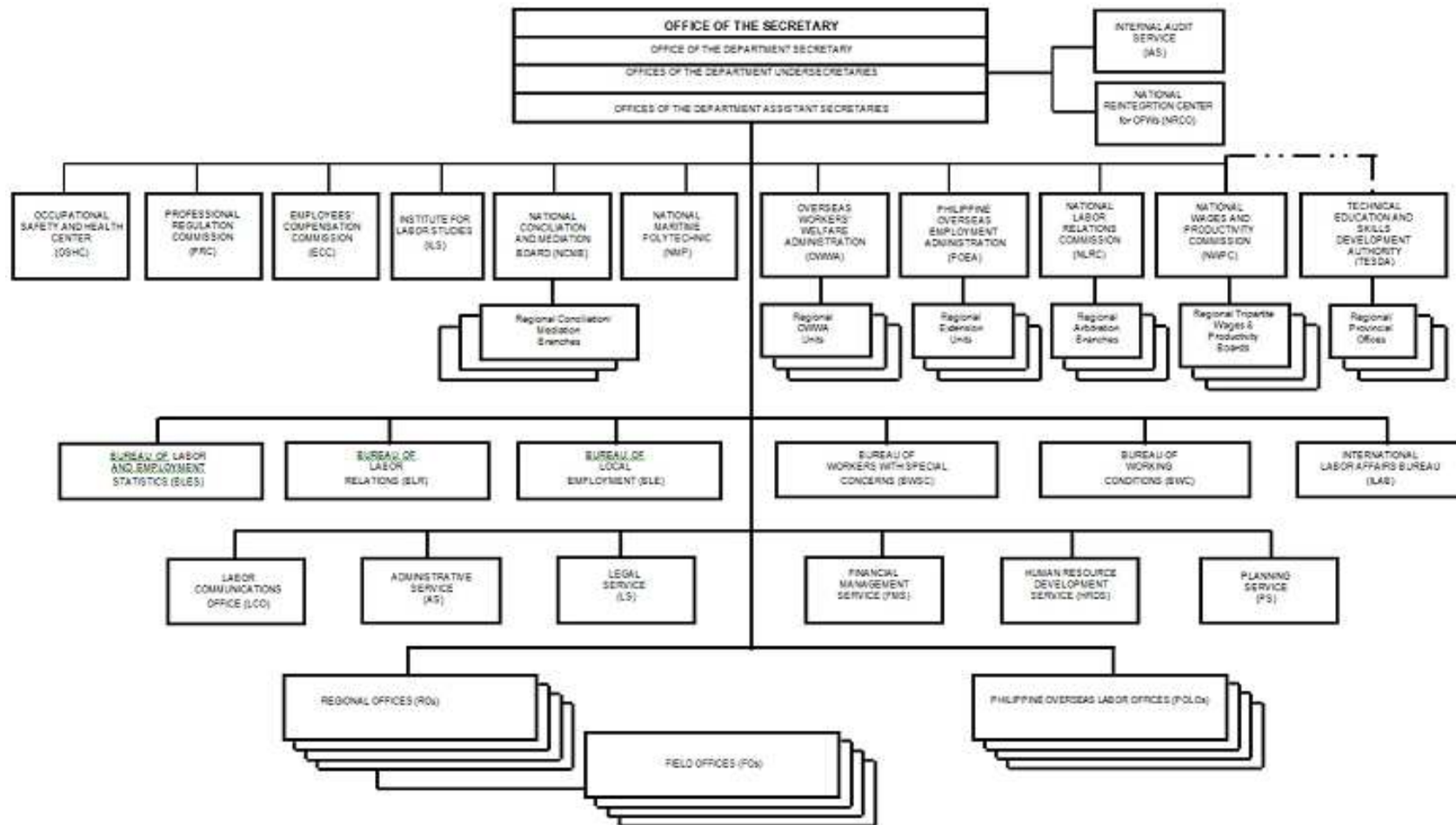


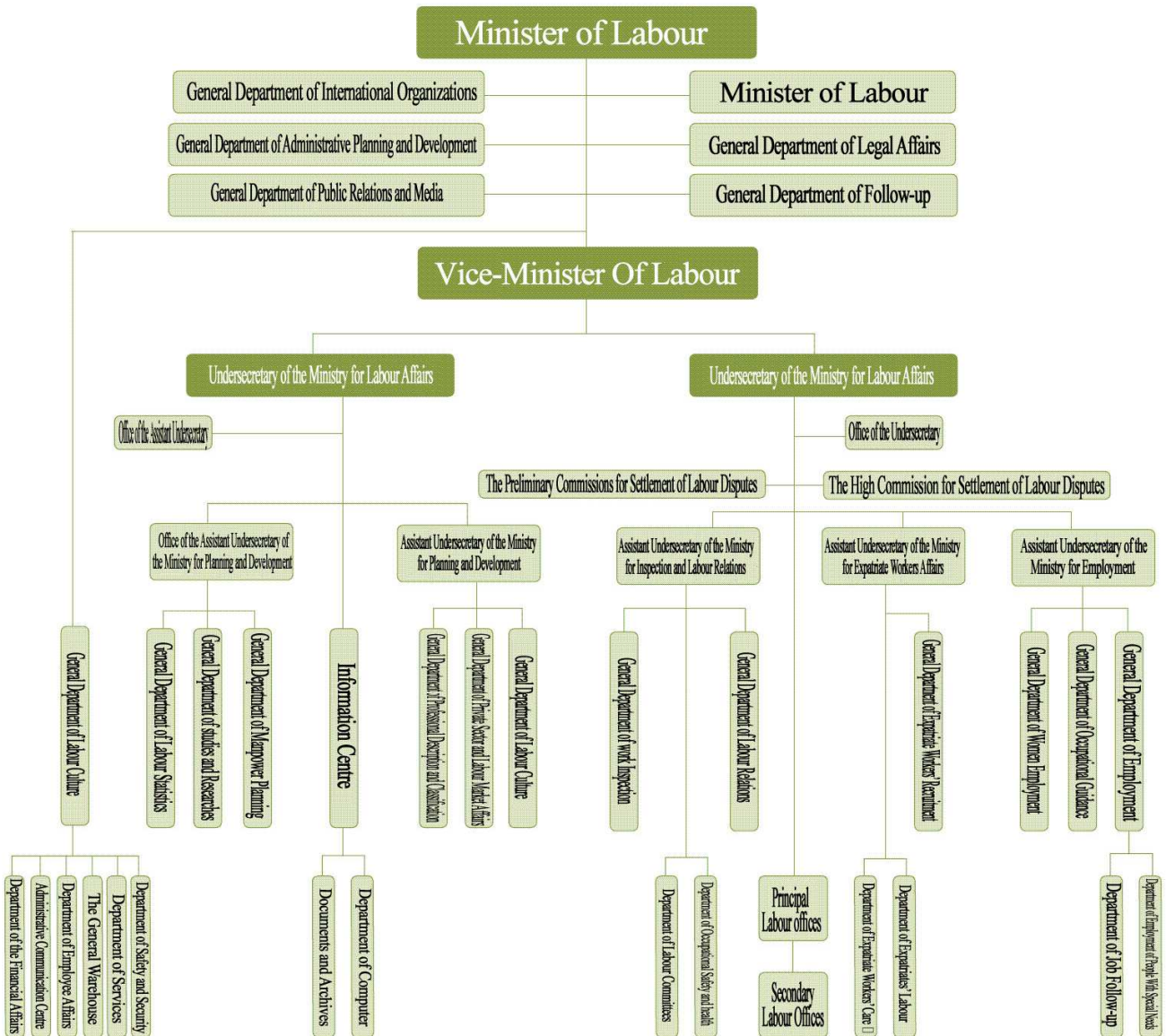
# Ministry of Manpower

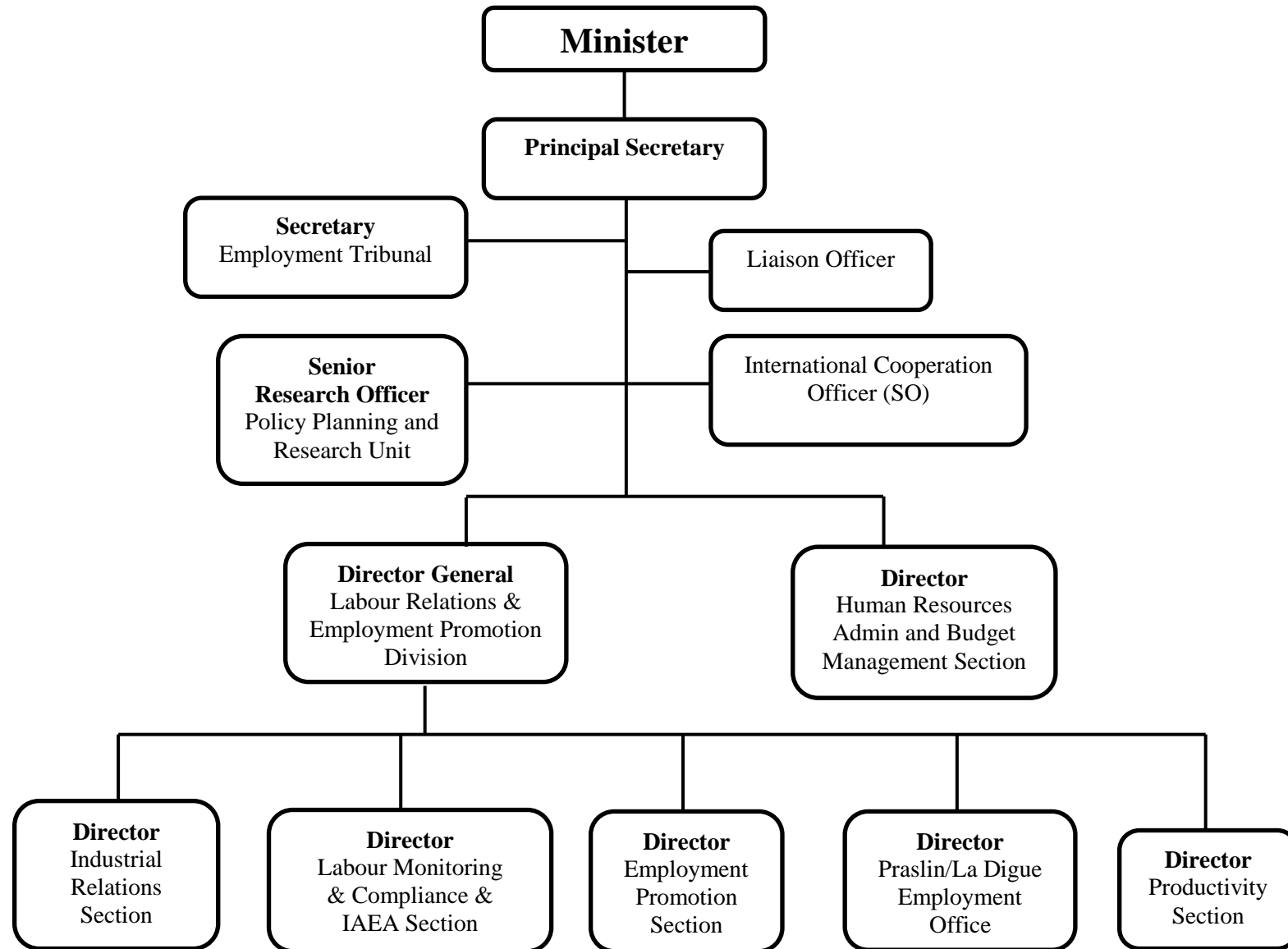


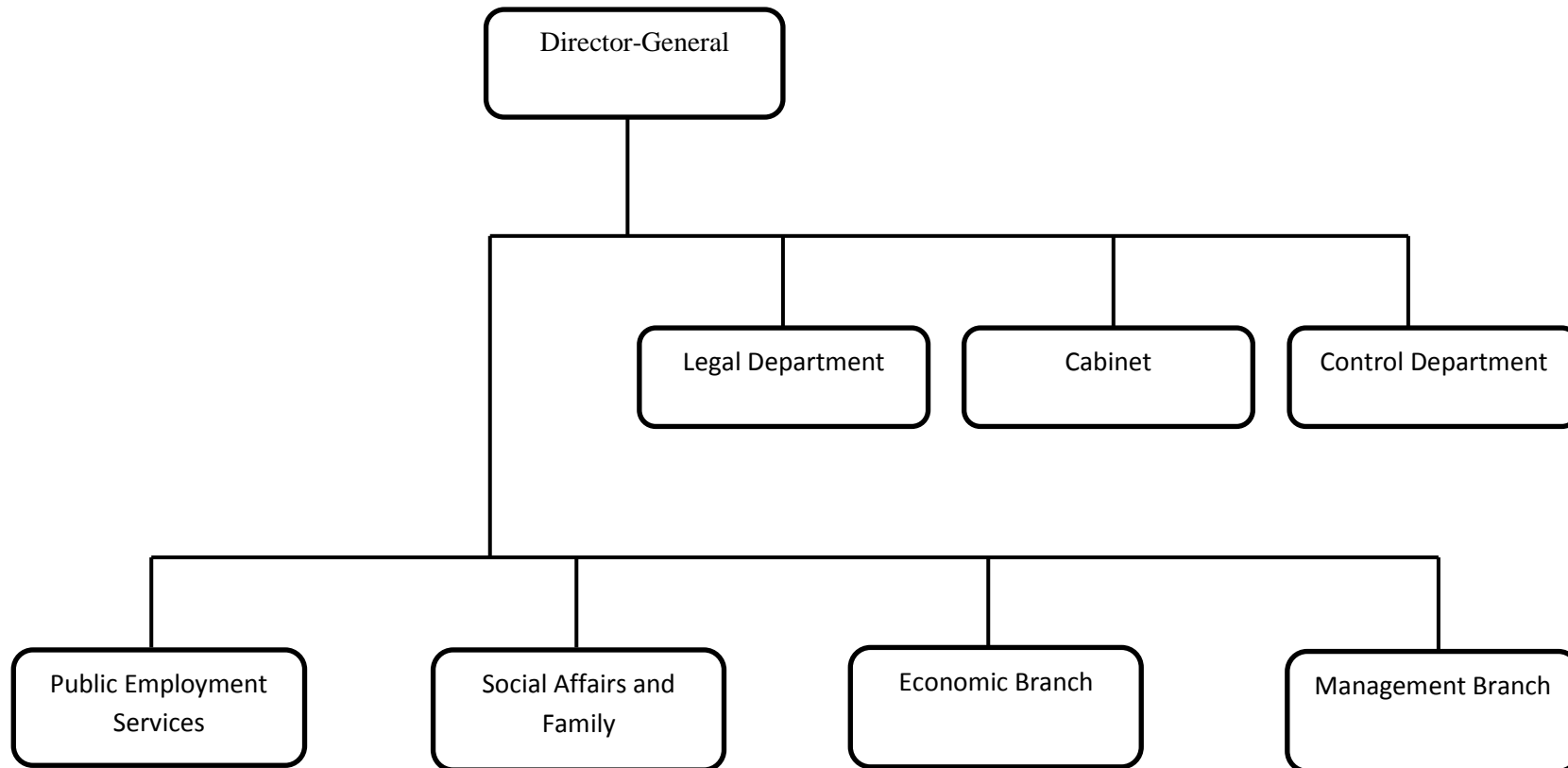
OMAN



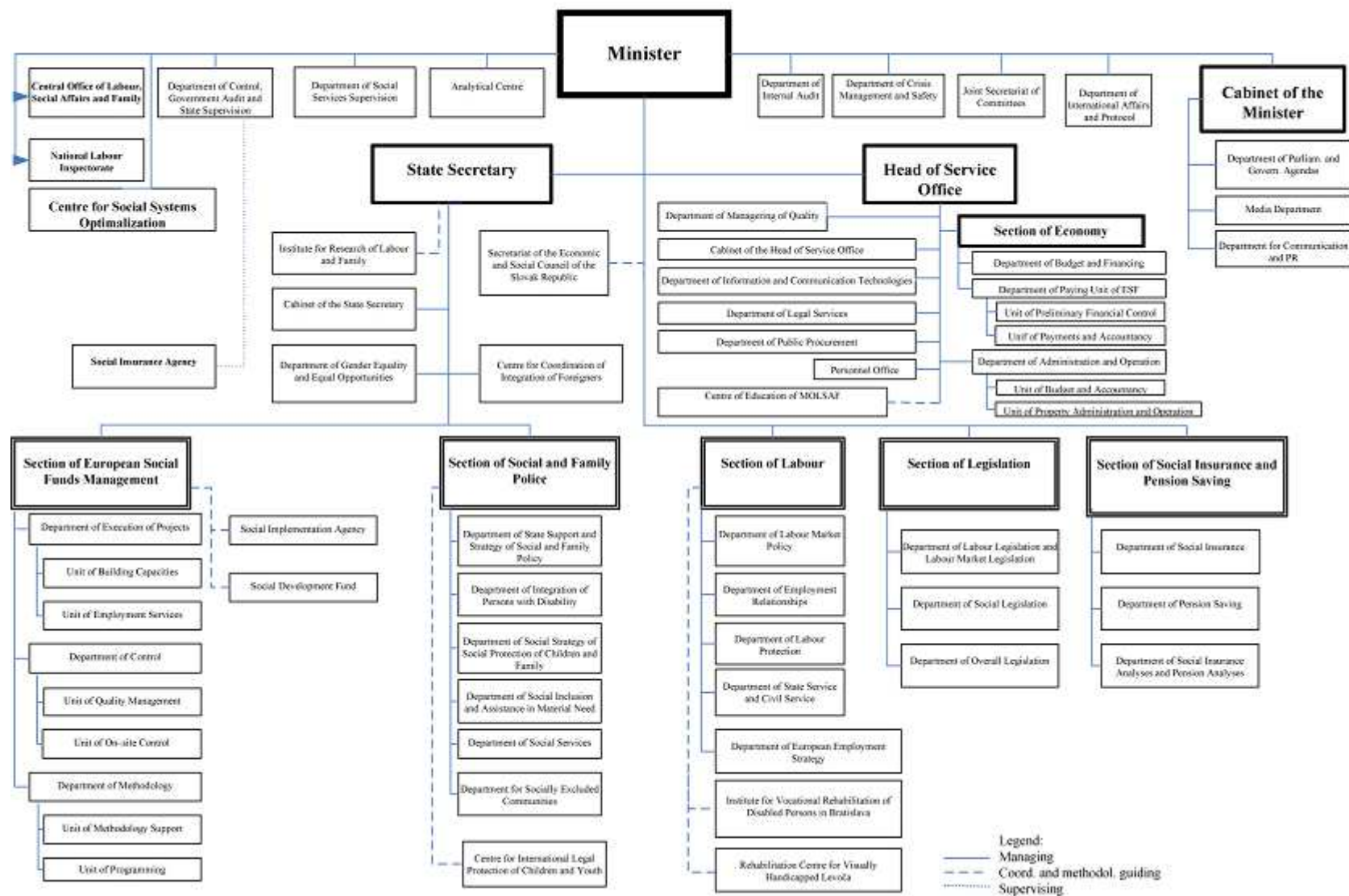


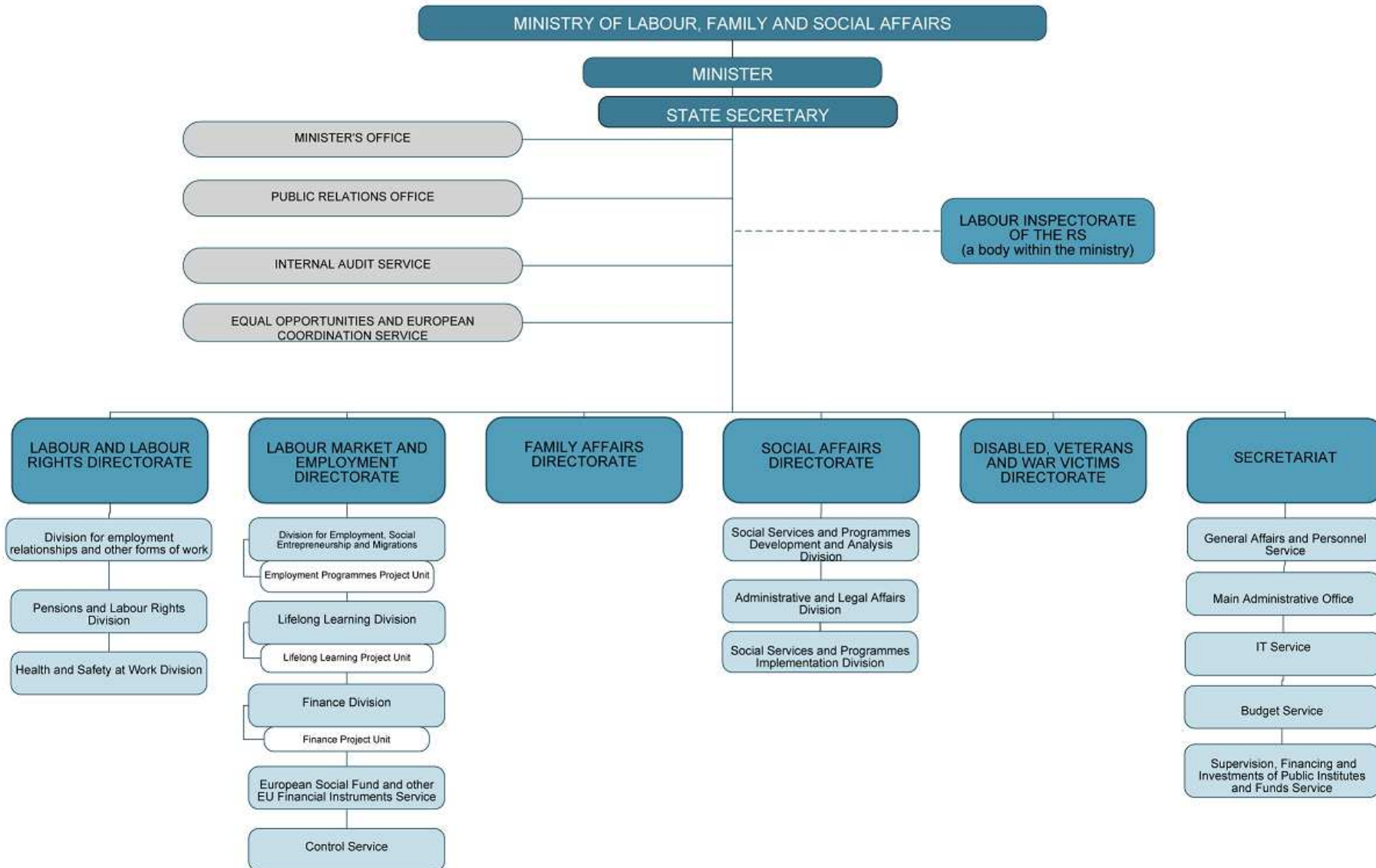


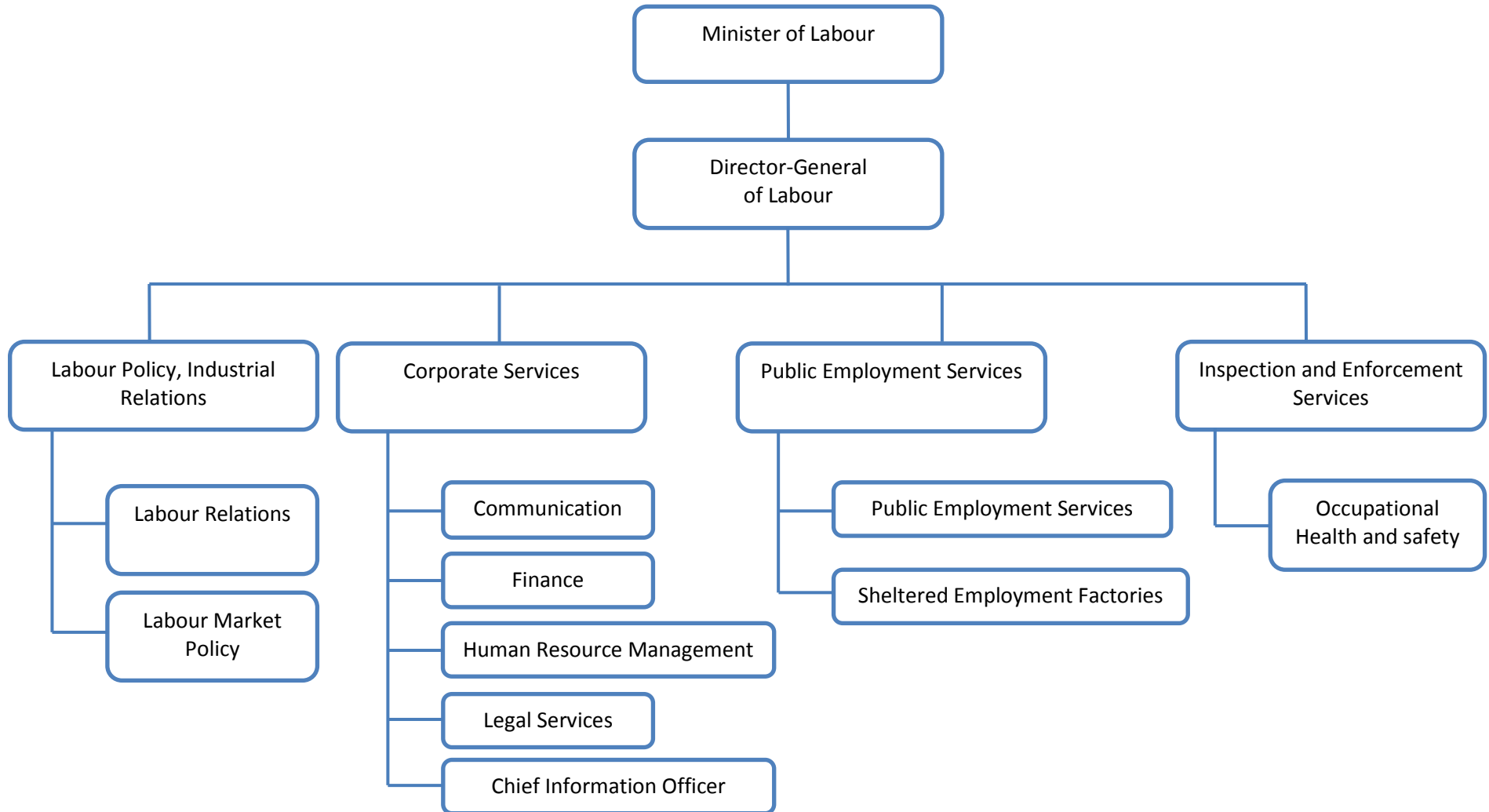






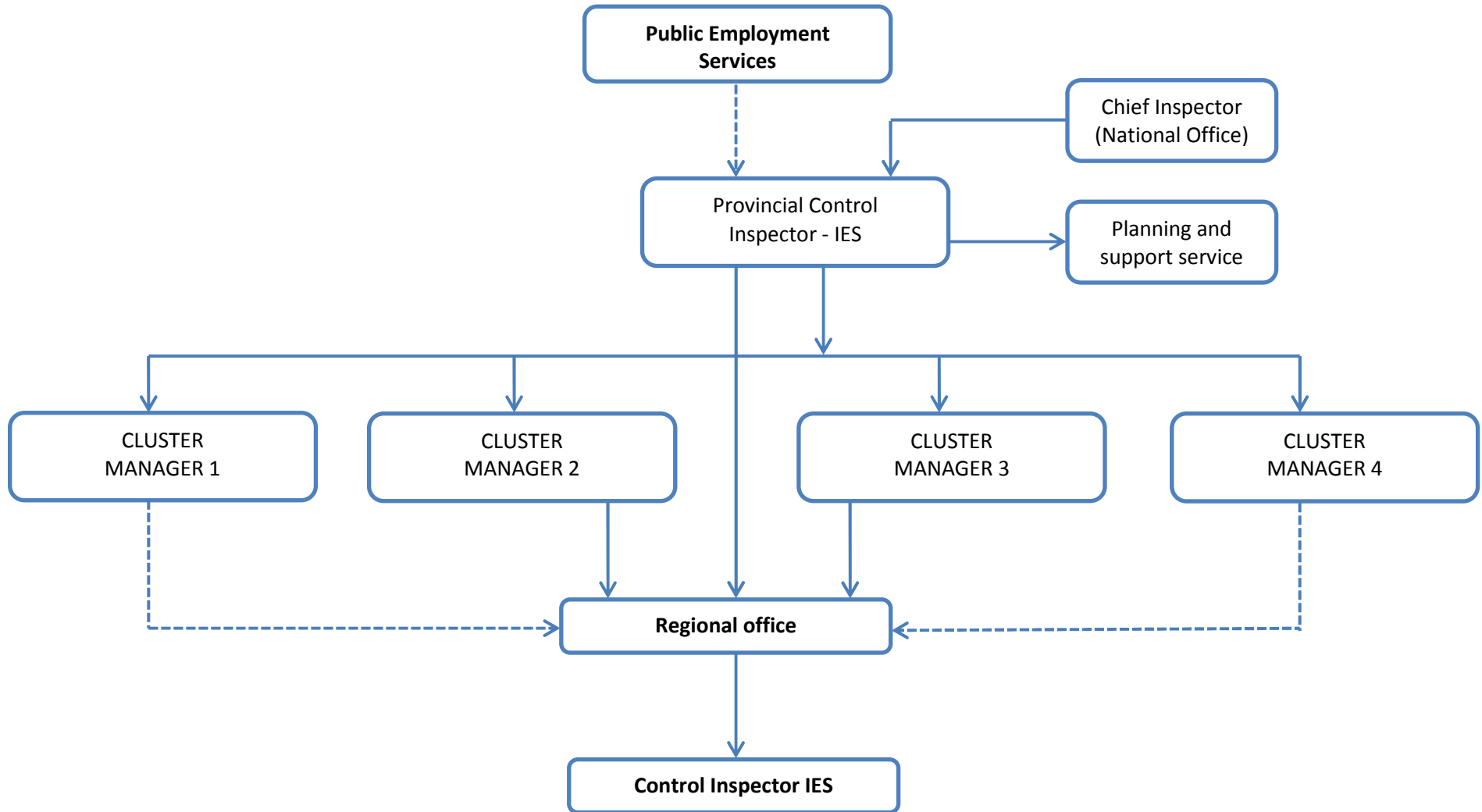


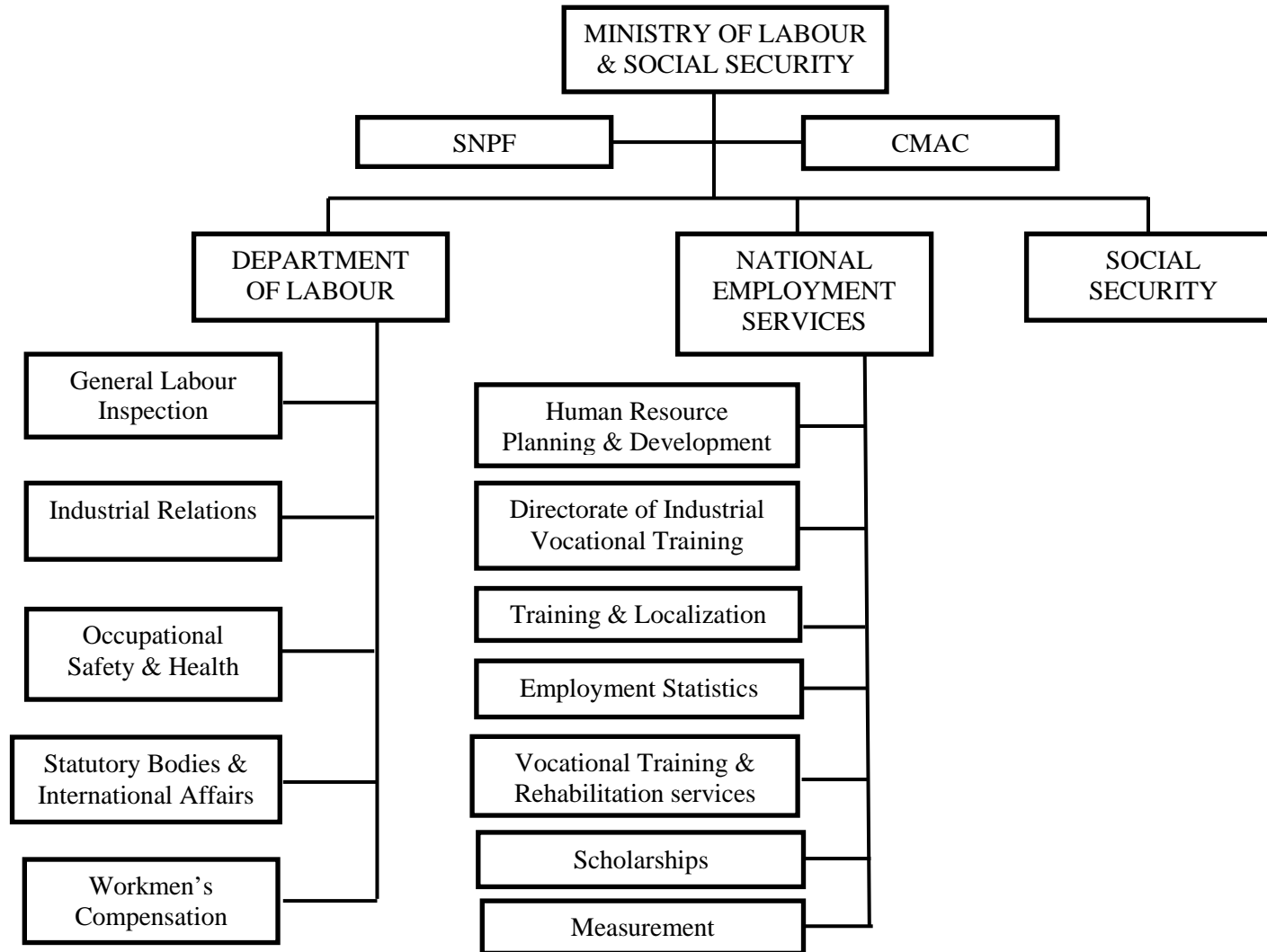


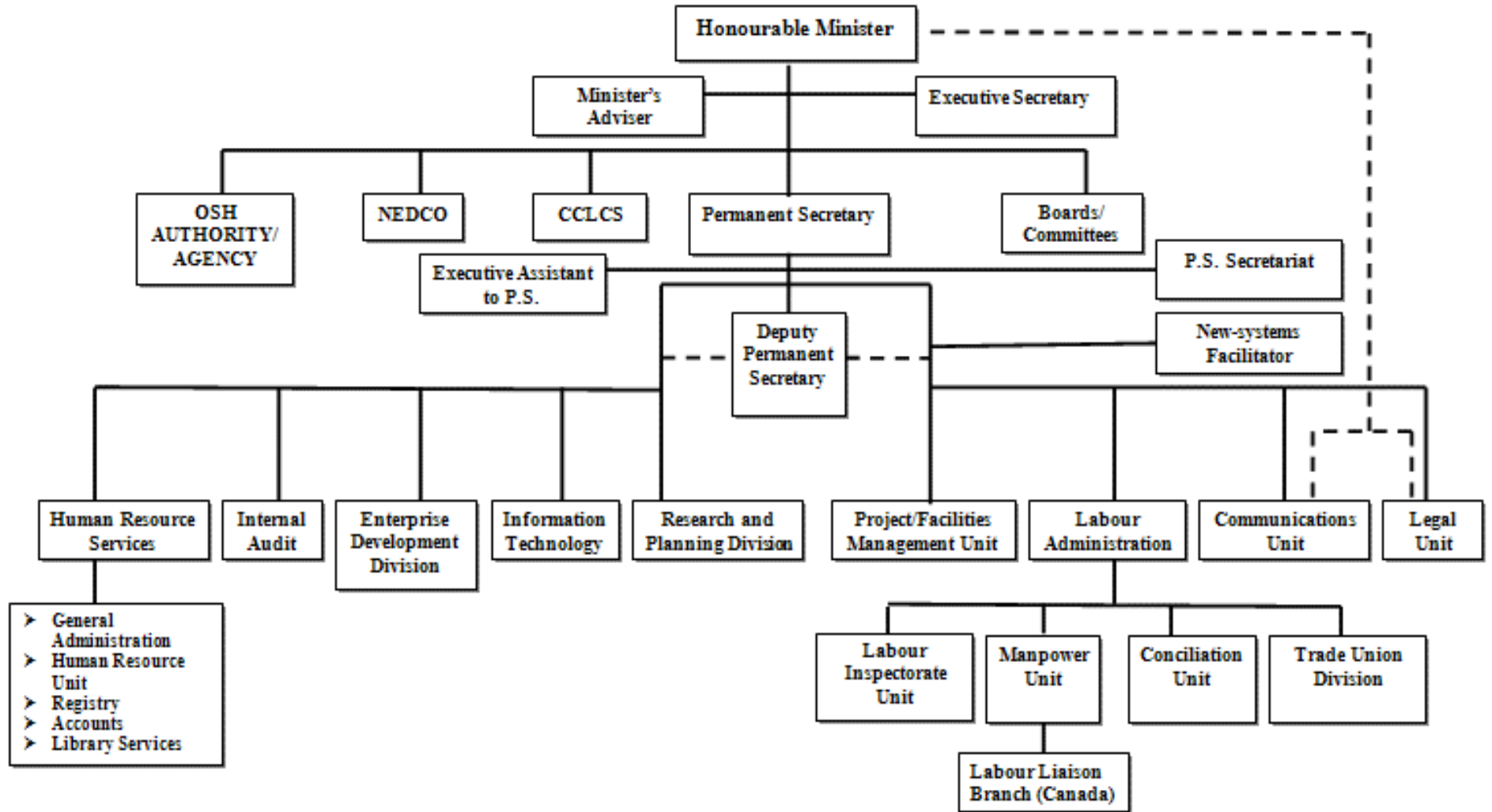


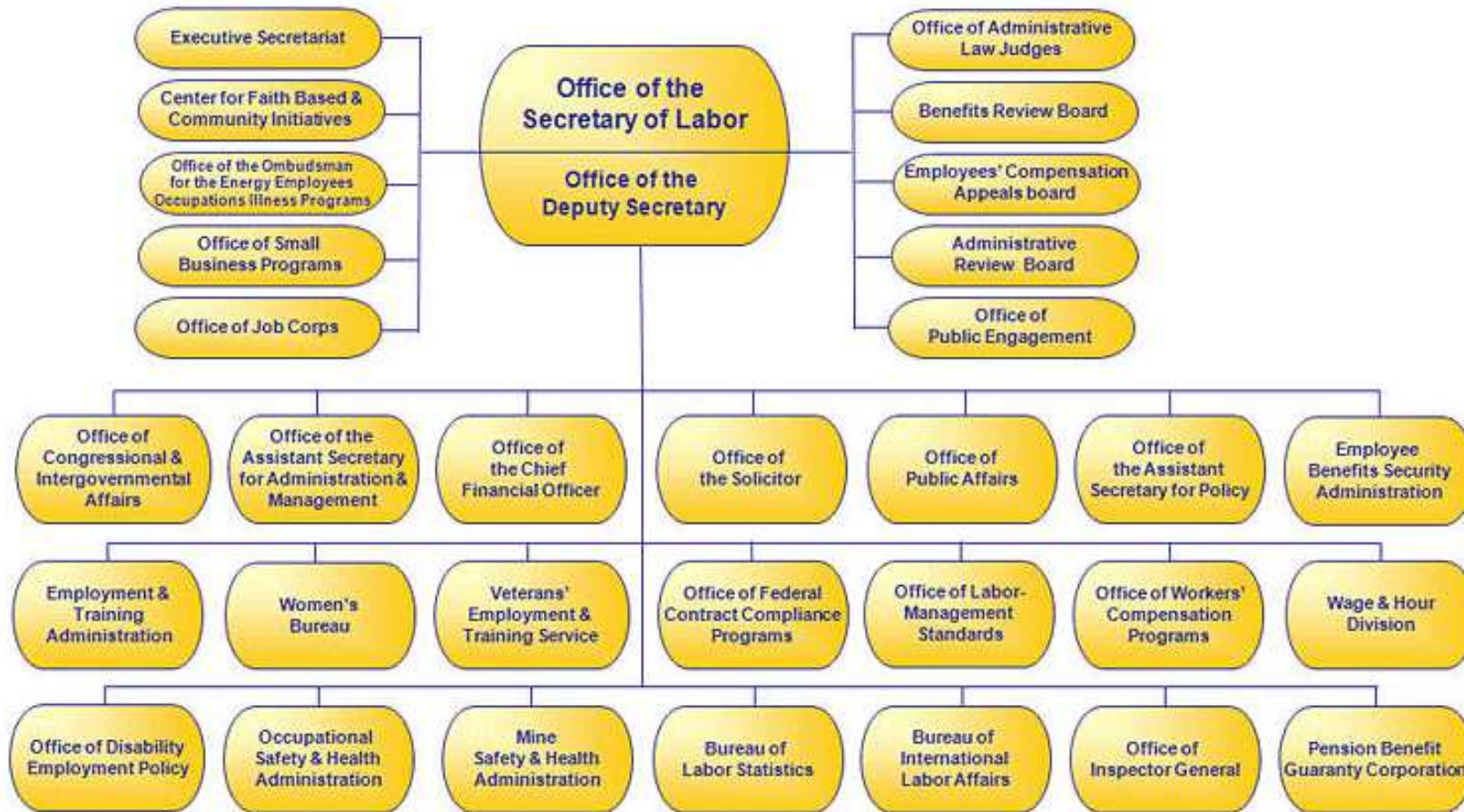
**SOUTH AFRICA**

**Provincial Office Functional Structure**









**WYOMING (USA)**

**Department of Workforce Services**

