

# African Regional Labour Administration Centre



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## Regional CIS Centre Report 2005/06

The African Regional Labour Administration Centre (ARLAC) is a regional institution governed by representatives of English speaking countries in Africa. It is located in Harare, Zimbabwe and exists to strengthen the labour administration systems in member countries through training, research, consultancy, advisory services and publications.

ARLAC's activities operate under a formal agreement ratified by member countries. The agreement defines the scope, purpose and procedures for ARLAC operations and provides for a Governing Council of Ministers as ARLAC's supreme decision-making body.

The ministers are responsible for employment and labour ministries in their respective countries. There are 20 member countries that have ratified the ARLAC Agreement and these include;

Botswana	Egypt	Ethiopia	Ghana
Kenya	Lesotho	Liberia	Malawi
Mauritius	Namibia	Nigeria	Sierra Leone
Seychelles	Somalia	South Africa	Sudan
Swaziland	Uganda	Zambia	Zimbabwe

There are four observers, and these are:

Eritrea	Gambia
Mozambique	Tanzania

ARLAC provides training in a wide range of fields to meet the needs of member countries. It offers workshops in the following areas:

Labour Administration  
Labour Inspection  
Occupational Safety and Health  
Employment Issues  
Training of Trainers  
Social Dialogue

Other courses are offered in accordance with the needs of member countries ARLAC also assists member countries in the planning and implementation of their training courses.

The Governing Council mentioned earlier meets twice a year to discuss the business of ARLAC - At the beginning of each half of the year. At its last meeting, (June 2006, Geneva) a general awareness of the need to address Occupational Safety and Health, social Protection, Employment Creation among others was highlighted.

And it was against this background that the ARLAC programme of activities was formulated. (see attached). Of most relevance to this meeting are the following activities in the past year (see also attached resolutions/outcomes of these meetings):

1. Labour Commissioners and Equivalent Meeting to Gather, Collate and Authenticate Training Materials on Labour Inspection, 22 – 26 August 2005, Lilongwe, Malawi.
2. Global Occupational Safety And Health Strategy And Its Role In Social Protection In The Labour Market, 5 – 9 September 2005, Khartoum, Sudan.
3. Training of Trainers in Labour Inspection for Performance Improvement: Strategizing For Structural Transformation Through Integration of Services, 6 – 10 March 2006 Nigeria
4. The Role of Labour Administration in Promoting Safe Work, 8 – 12 May 2006, ARLAC, Harare.
5. Development of Training Material on Labour on Labour Inspection in Africa. (Discussion Meeting)
6. Development of Curriculum on Employment and Labour Studies Diploma/Degree (ELSDD) with a module on OSH.
7. Publication of training manual on Labour Inspection in Africa

An important aspect about ARLAC training is that each participant is expected to present a country presentation on the theme of the workshop. This is important as it not only actively involves the participants but also affords them to learn best practices from each other and how others tackle challenges. Above all these papers form the core of the ARLAC's grey literature collection. This information is accessible to our clients from either our library or our website.

Besides the attached resolutions and communiqués crafted by these meetings, it is important to highlight that key means of action for the prevention of occupational accidents and work related diseases and the promotion of workers health and well being of workers include;

- 1) raising awareness
- 2) information sharing
- 3) sound national legislative frameworks and the accompanying effective enforcement mechanisms

There is also need for technical assistance – for which ARLAC is grateful to institutions such as ILO, and IALI. There is also need for international collaboration. Being a regional initiative. ARLAC takes keen interest in allied organizations and cooperates with its social partners e.g. SADC, AU, NEPAD, EAC, ECOWAS and of late COMESA.

Besides training activities, ARLAC also publishes information. The most recent of our publications hitherto related include reports, articles and a manual. The following are the actual titles;

- Labour Commissioners and Equivalents Meeting to Gather, Collate and Authenticate Training Materials on Labour Inspection, Workshop Proceedings
- Global Occupational Safety And Health Strategy And Its Role In Social Protection In The Labour Market, Workshop Proceedings
- Training of Trainers in Labour Inspection for Performance Improvement: Strategizing For Structural Transformation Through Integration of Services, Workshop Proceedings
- The Role of Labour Administration in Promoting Safe Work, Workshop Proceedings
- Principles and Practice of Modern Labour Inspection – ARLAC Research
- Principles and Practice of Integrated Labour Inspection: A Training and Operations Manual
- Africa Labour Inspection: A Policy Framework – ARLAC Research
- National Programmes and Systems for Promotion of a Preventive OSH Culture – ARLAC Research
- The effectiveness of Labour Inspection – Can it be measured: – ARLAC Research
- Challenges For Occupational Safety and Health Programmes in Africa – ARLAC Research
- Risk Based Inspection – ARLAC Research
- Labour Inspection In Africa: Status, Challenges, Problems And Prospects For The Future – ARLAC Research

Still on publications, ARLAC also keeps track of relevant materials published in Zimbabwe. This is done through linkages with the National Archives of Zimbabwe, which is the national legal depository according to the Printed Publication Act. Thus the Archives is the custodian of all information either published in Zimbabwe, about Zimbabwe or by Zimbabweans. Through this linkage we have been able to keep our clientele informed with the latest information.

As indicated earlier, ARLAC has also been involved in the promotion of International Labour Standards. We continue to urge our constituents to fully implement Core Conventions. The importance of Convention 81 the Labour Inspection Convention of 1947 has been highlighted as it provides the essential requirements for the implementation and monitoring of Core Conventions. Convention 81 was noted as one of the ten most important standards of the ILO, and also one of the Priority Conventions. It has a high rate of ratification not only amongst ARLAC member states, but internationally (with 135 ratifications). It goes without saying that this Convention is a unique tool to create infrastructure/capacity building and that one cannot create Decent Work without Convention 81.

In conclusion ARLAC is pleased to announce that we have recently been upgraded to the Regional Centre Status. This comes after 10 years of working as a collaborating centre. To us this is a sign of the confidence that CIS has in our efforts to promote decent and safe working environments for all. It is also a challenge, which we will enjoy living up to.

Mary Muchengeti  
Information Officer/Documentalist  
ARLAC

<b>2006 ARLAC PROGRAMME OF ACTIVITIES</b>				
<b>DATE</b>	<b>COURSE TITLE</b>	<b>VENUE</b>	<b>PARTICIPATION</b>	<b>SOURCE OF FUNDING</b>
<b>JANUARY</b>	Research And Documentation: Ongoing Throughout the Year	ARLAC	ARLAC Secretariat	ARLAC
<b>FEBRUARY 06-10</b>	ARLAC Governing Council And High Level Symposium On The Role Of Labour Administration In Promoting Social Security For Sustainable Development	Zimbabwe	Member Countries/ Observers	ARLAC
<b>MARCH 06-10</b>	Training Of Trainers In Labour Inspection For Performance Improvement: Strategizing for Structural Transformation Through Integration of Services	Nigeria	Member Countries	ARLAC

<b>APRIL 03-07</b>	Concept Paper For The Introduction Of Post Graduate Diploma Training In Labour And Employment Studies At ARLAC (Discussion Meeting)	ARLAC	Member Countries	ARLAC
<b>MAY 08-12</b>	The Role of Labour Administration Systems In Promoting Safe Work (RBTC)  Development of Training Material On Labour Inspection In Africa (Discussion Meeting)	ARLAC	Member Countries	ARLAC/ILO RBTC
<b>JUNE</b>	ARLAC Governing Council and High Level Forum on Labour Administration and Productivity Improvement (Geneva Switzerland)	Geneva, Switzerland	Member Countries/Observers	ARLAC
<b>JULY 24-28</b>	The Role Of Labour Administration Systems In Promoting Youth Employment in Africa. (RBTC)	ARLAC	Member Countries	ARLAC/ILO RBTC
<b>AUGUST 14-18</b>	The 1998 ILO Declaration on Fundamental Principles and Rights at Work and the Vulnerable Groups.	South Africa	Member Countries	ARLAC/DECL ARATION
<b>SEPTEMBER 25-29</b>	Strategies For Promoting Best Practices In Child Labour And HIV/AIDS Prevention Mechanisms: The Role of Social Dialogue	Ethiopia	Member Countries	ARLAC
<b>OCTOBER 09-13</b>	Labour Law Reform and Social Dialogue: Influencing National Labour Law Under Globalisation	Botswana	Member Countries	ARLAC
<b>OCTOBER 23-27</b>	Annual Meeting For Permanent Secretaries/Director Generals and Equivalent	Lilongwe Malawi	Member Countries	ARLAC
<b>27NOV. 1 DECEMBER</b>	Follow Up Meeting On The Development of Monitoring and Evaluation Tools Within the ILO Promotional Framework for Occupational Safety and Health	Nairobi Kenya	Member Countries	ARLAC/IALI
<b>DECEMBER</b>	Documentation of 2006 Results Of Training Activities	ARLAC	ARLAC Staff	ARLAC

**Labour Commissioners Meeting to Gather Collate and Authenticate Training Materials on Labour Inspection**

22 – 26 August 2005

**COMMUNIQUÉ**

Participants from the following Countries: Botswana, Egypt, Lesotho, Kenya, Mauritius, Malawi, Namibia, Nigeria, Somalia, South Africa, Swaziland, Zambia and Zimbabwe met in Lilongwe, Malawi from 22<sup>nd</sup> to 26<sup>th</sup> August 2005, for a 'Labour Commissioner/Directors Meeting to Gather, Collate and Authenticate Training Material on Labour Inspection', organized by ARLAC. The following Communiqué was agreed after the meeting.

**Whereas:**

1. We recognize the impact of globalization, privatization, and liberalization and its growing impacts on the African labour force, recognize the crucial role of labour inspection in addressing the inequalities caused by these developments
2. We recognize that prevention is an asset, not a cost: Compliance with labour standards and labour laws is not merely an imposition on employers, but a contribution to quality, efficiency, productivity and business success of enterprises and to the health, safety and general well being of all workers.
3. That labour administration and specifically sound labour inspection systems, play an important role in improving national productivity, competitiveness, economic growth and employment creation that is essential for poverty eradication;
4. The absence of comprehensive national labour inspection policies and guidelines, coupled with low level of ratification and implementation of Labour Inspection Convention, 1947 Number 81 Labour Inspection (Agriculture) Convention 1969 Number 129 and Convention 155 of 1981;
5. That under Convention 81, labour inspectors includes occupational safety health welfare and hygiene, industrial relations and employment conditions.
6. That labour inspection continues to be fragmented in the labour inspectorates of most African countries, resulting in duplication, segmentation and rivalry amongst officers charged with inspection functions resulting in low coverage of labour inspections. This situation is further exacerbated by poor resource allocation for labour inspection functions;
7. That the above situation has a particularly negative impact on the protection of vulnerable workers in the formal and informal economy (including SMEs) of African countries, especially in view of emergent issues such as HIV/AIDS, worst forms of child labour, work place violence, discrimination and sexual harassment against women, human trafficking, etc;
8. We note the crucial role integrated labour inspection strategy could play in addressing the present anomalies in labour inspection functions with regard to quantity, quality and planning of inspection services viz. occupational safety, health, welfare, hygiene, and employment conditions.
9. Note that integrated labour inspection is a strategy geared at promoting the one stop shop aimed at improving industrial peace and harmony and to secure a safe working environment leading to increased productivity and quality of production and by extension the competitiveness of African goods and services and their markets.
10. Note the absence of regular dialogue and information exchange between social partners/duty holders, including shop floor attendants, and civil society organizations within national levels
11. Note the absence of regular dialogue and information exchange on labour inspection between labour commissioners of ARLAC member states.

**We therefore resolve to recommend that:**

- i. That the impact of globalization, privatization and liberalization be confronted with sound and accelerated integrated labour inspection strategies.
- ii. Regular dialogue and information exchange be instituted among social partners/duty holders, including shop floor attendants, and civil society organizations within national levels;
- iii. Regular dialogue and information exchange be instituted among labour commissioners of ARLAC member states;
- iv. Each member state should take urgent and necessary steps to train labour inspectors in integrated labour inspection strategies. Such training should include clarifications on the definition of labour inspection/inspectors in accordance with ILO convention 81 and other emergent issues such as HIV/AIDS, worst forms of child labour, work place violence, discrimination and sexual harassment against women, human trafficking, etc;
- v. Each member state should take urgent and necessary steps to remove rivalry, fragmentation, and unnecessary duplication of functions and create awareness on the essence of an integrated labour inspection approach among labour officers and OSH inspectors including decision-makers to create a deeper appreciation of this new strategy;
- vi. Each member should take urgent and necessary steps to develop/finalize its national labour inspection policies and guidelines within the framework of an integrated labour inspection strategy.

**Global Occupational Safety And Health (OSH) And Its Role In Social Protection**

**5 – 9 September 2005**

**COMMUNIQUÉ**

We, the representatives of the social partners responsible for Labour and Employment in the ARLAC member countries namely Botswana, Egypt, Ethiopia, Ghana, Kenya, Lesotho, Malawi, Nigeria, Uganda, Seychelles, Somalia Swaziland, Sudan, Zambia and Zimbabwe met in Khartoum Sudan from 5<sup>th</sup> to 9<sup>th</sup> September 2005 and discussed the ILO global strategy, with reference to the two communiqué on the role of Labour Inspection in Development held in Victoria Falls (Zimbabwe), and Strategies for Occupational Safety and Health in the 21<sup>st</sup> Century held in Mauritius.

To reinforce the above, the participants highlighted the status, challenges and the way forward in order to improve and implement the OSH system in each country and the following common challenges were identified: -

- Ratification and domestication of ILO core conventions
- Formulation of National OSH policy
- Modernisation of OSH legal framework
- Strengthening of OSH Inspectorate
- OSH information System
- Effective management of labour inspection system
- Preventive safety and health culture
- HIV/AIDS intervention
- Child labour interventions,
- Fostering Technical cooperation and
- Adequate funding.

In light of these challenges, a draft Scoreboard/scorecard has been developed in order to assess the status of the OSH management in the respective countries. It was unanimously agreed that there would be the need for a follow-up workshop in order to come up with a comprehensive scoreboard/scorecard.

The intention being to continuously monitor, track and evaluate the various Occupational Safety and Health interventions at the continental level in line with the Global Occupational Safety and Health Strategy.

This scoreboard/scorecard is being developed with support from international organizations such as ARLAC, WHO, ILO, and others.

### Scorecard/Board

Draft Score board/card for assessing implementation of Global Occupational Safety and Health Strategy (2005 - 2009)

OBJECTIVES AND STRATEGIES	RANKING			
<b>1. Ratification and domestication of ILO core convention</b> - Convention 81 - Convection 129 - Convection 155 - Convection 161	Domesticated Domesticated Domesticated Domesticated	Ratified Ratified Ratified Ratified	Initiated Initiated Initiated Initiated	Nothing done Nothing done Nothing done Nothing done
<b>2. Formulation of National OSH policy</b>	In place	Draft stage	Initiated	Nothing done

<b>3. Modernization of OSH legal framework</b>	Revised	Draft	Review stage	Outdated
<b>4. Strengthening of OSH Inspectorate</b> - No. of inspectors ( No. of enterprises/inspector) - Required skills personnel (No. of enterprises/inspector) - Equipment - Transport (Inspectors per car)	100 or less 300 or less  1 - 2	101 to 250 301 to 500 3 – 5	251 to 400 501 to 700 6 – 7	More than 400 More than 700 More than 7
<b>5. OSH Information system</b> - Establishment of CIS centre - Comprehensive recording and notification system - Networking - Dissemination - Awareness and Training - Annual reports - National statistics on - Accidents - Diseases	In place In place In place In place In place  In place In place		Initial stage Initial stage Initial stage Initial stage Initial stage Initial stage Initial stage Initial stage Initial stage	Nothing Nothing Nothing Nothing Nothing Nothing Nothing
<b>6. Effective management of labour Inspection system</b> - Hazard profile - Integrated labour inspection - OSH inspection and survey programmes	In place Implemented Implemented		Initial stage Initial stage Initial stage Initial stage	Nothing Nothing Nothing
<b>7. Preventative safety and health culture</b> - OSH curriculum integrated in education system - Observance of international OSH initiatives - OSH management system	In place Observed In place		Initial stage Initial stage Initial stage Initial stage	Nothing Nothing Nothing
<b>8. HIV/AIDS interventions</b> - Policy - Legal framework - Inspectors training in implementation of legal provision	In place In place Trained	Draft stage Draft stage stage Under training	Initiated Initiated Initiated	Nothing done Nothing done Nothing done
<b>9. Child Labour interventions</b> - Policy - Legal framework - Inspectors training in implementation of legal provision	In place In place Trained	Draft stage Draft stage stage Under training	Initiated Initiated Initiated	Nothing done Nothing done Nothing done
<b>10. Fostering technical co-operation</b> - National level	In place	Policy decision	Initial stage	Nothing

- Regional level - International level	In place In place	Policy decision Policy decision	Initial stage Initial stage	Nothing Nothing
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**Training Of Trainers In Labour Inspection For Performance Improvement:  
Strategizing For Structural Transformation Through Integration  
Of Services**

**6<sup>TH</sup> TO 10<sup>TH</sup> MARCH 2006, ABUJA, NIGERIA**

**Recommendations, Conclusion And The Way Forward**

The way forward consisting of several recommendations was the output of intensive work done during the five days of the workshop. It consists of weaknesses, inconsistencies, gaps and needs inherent in the Labour Inspection Service in Africa.

The following were some of the most salient points of consensus regarding this: -

### **Challenges Facing Labour Inspection Systems in Africa: -**

- Low productivity of labour inspectorate due to:
  - Shortage of sufficiently trained manpower.
  - Lack of necessary facilities such as offices, laboratories, I. T., vehicles and others.
- Absence of commitment and political will and clear policy directions in labour inspection.
- Outdated and inadequate labour laws.
- Lack of sufficient training facilities.
- Insufficient training budget allocations.
- Technological advancement vis-à-vis a slow moving labour inspection service.
- Large masses of unorganized labour.
- An expanding informal sector economy.
- Large numbers of migrant workers across borders.
- Marginalized groups of workers – women, children, handicapped, youth.
- The HIV/AIDS related problems.
- A growing demand for the labour inspection service to extend its services and influence to a wider economic spectrum – formal and informal.
- A very worrying trend of marginalization of labour ministries and departments in most Africa countries.

Faced with the above problems and challenges, the following recommendations were very strongly proposed for implementation by the state governments and the labour ministries and departments:

1. Labour ministries top officials (Ministers, Permanent Secretaries and Directors) should vigorously lobby for the labour ministries to be accorded their proper status amongst other ministries. Indeed, its role in manpower planning and deployment and its impact across all sectors of the economy should be fully recognized.
2. Embark on regular consultative forums by the top ministry officials to appraise themselves with the challenges facing the ministry and address them.
3. Development of labour inspection and training policies.
4. Setting up and strengthening functioning information desks that would include websites.
5. Encouragement of regular tripartite consultations to strengthening legal and institutional framework.
6. Capacity building of the inspection service especially in preparation for the inevitable integration of labour inspection service. This would focus on:-
  - Multi-skilling of the inspectors in Labour and O.H.S.
  - Addressing the existing habits, fears, stereotypes and fixations among the officers of the two inspection services.
  - Creating a nucleus of trained resident specialists in both fields available to trouble shoot and give technical expertise in complex issues.
7. The top ministry executives to be convinced of the need for change and be in the lead for an integrated labour inspections regime.
8. That the trained trainers be given all the opportunities and challenged enough to disseminate relevant information in suitable forums – to their colleagues, the social partners and other interest groups.

9. In conclusion, the participants felt that as an African region, with common problems in labour inspections and training, interactive training arrangements within the region would be of immense benefit to the inspection service.

**The Role of Labour Administration in Promoting Safe Work  
8<sup>th</sup> to 12<sup>th</sup> May 2006  
Harare, Zimbabwe**

**Communiqué**

We, the representatives of the social partners responsible for Labour and Employment (safe work) in the ARLAC member countries on Botswana, Lesotho, Malawi, Namibia, Nigeria, South Africa, Swaziland and Zimbabwe met at the African Regional Labour Administration Centre, Harare Zimbabwe from the 8<sup>th</sup> to 12<sup>th</sup> May 2006 and discussed, the Role of Labour Administration in promoting Safe Work.

Participants noted that the high rate of work-related incident, injuries, fatalities and diseases, hence an indication of failure of current initiatives and efforts.

In response, participants noted the main challenges facing the provision of decent and safe work in Africa.

1. Lack of national policies and adequate legal framework in some countries;
2. Lack of capacity, skills and manpower;
3. Lack of Political Will;
4. Inadequate sensitisation and information services;
5. Budgetary constraints;
6. Bureaucracy;
7. Lack of preventive culture at national & enterprise levels; and
8. Lack of sub-regional collaboration and cooperation.

In recognition of the fact that some member states and social partners are making valuable efforts and initiatives in promoting safe work, and we therefore recommend the following best practices to be the guiding principles to promote safe work within the Labour Administration systems -

1. Ratification and domestication of ILO Conventions on OSH and modernising Labour Inspection systems;
2. Promotion of a preventive culture and adoption of systems approach to OSH management;
3. Capacitating social partners through Labour Administration workshops, seminars, establishment of safety committees at enterprise level and involving workers representatives as well as introducing OSH into school curriculum;
4. HIV & AIDS and occupational diseases mainstreaming into Labour Inspection system;
5. Establishment of effective national tripartite OSH councils; and
6. Creation of national centres for networking, collaboration and information sharing at local, national and sub-regional level.

The participants further observed that valuable conclusions reached at similar fora continue to lack meaningful monitoring and evaluation mechanisms. We therefore subscribe to and adopt the resolution of the Khartoum September 2005 meeting relating to the establishment of a scorecard.

For continuity and consistency, we recommend a follow-up meeting of the same group of participants to review the implementation of the action plan below.

### **Action Plan**

<b>Objectives</b>	<b>Strategies</b>	<b>Action by who</b>	<b>Time frame</b>
National policies and legal framework – OSH, Labour Inspection, HIV & AIDS etc	<ul style="list-style-type: none"> <li>- Promote social dialogue and tripartism;</li> <li>- inclusion of other relevant parties</li> </ul>	Social Partners	2009

Capacity, skills and manpower development	<ul style="list-style-type: none"> <li>- Integrate Labour Inspection services</li> <li>- Recruit more inspectors</li> <li>- Develop training programmes</li> <li>- Train inspectors, workers and line management</li> </ul>	Government ILO & ARLAC	2010  2009 Ongoing Ongoing
Information and awareness	<ul style="list-style-type: none"> <li>- Establish a comprehensive national CIS</li> <li>- Adhere to regional and international initiatives on OSH</li> </ul>	Government; Business; and Trade Unions  Media	2008  2007
Budgetary constraints	<ul style="list-style-type: none"> <li>- Prioritising OSH and placing it high on the national development agenda</li> </ul>	Government and Business	2007-2008
Bureaucracy	<ul style="list-style-type: none"> <li>- Review and reform systems pertaining to Labour Administration</li> </ul>	Government	2009
Preventive culture	<ul style="list-style-type: none"> <li>- Promoting systems approach to the management of OSH</li> </ul>	Social Partners	2008
Sub-regional collaboration and co-operation	<ul style="list-style-type: none"> <li>- Harmonisation of legal framework &amp; OSH standards</li> <li>- Develop and implement sub-regional Monitoring and Evaluation Protocol (Scorecard)</li> </ul>	Social partners at the sub-regional level  ARLAC	2010