
Labour Administration Branch
Document No. 12

**Staff training and
development units in
labour ministries**



International Labour Office Geneva

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PREFACE

Ten years ago the International Labour Conference began its discussion on the role, functions and organisation of labour administration. This process resulted in the adoption, in 1978, of International Labour Convention No. 150 on Labour Administration, and its corresponding Recommendation, No. 158.

Subsequently, the Labour Administration Branch of the ILO was called upon to provide assistance to member States in the application of Convention No. 150; in particular the promotion of tripartism and modern methods of labour administration, and the creation and strengthening of central staff training facilities in labour ministries.

The relevant passage (in the 1984/85 Programme and Budget of the ILO) read as follows:

The proposed study and guide on the establishment of central training units in labour ministries has been prompted by experience through contacts with national labour administrations and technical co-operation experts. If these activities are well designed, they will help counteract the rapid rate of staff turnover in labour ministries in developing countries. The performance of these ministries in terms of policy formulation and follow-up action could be most effectively improved through the creation of units within the ministries themselves, equipped to collect and analyse information and to provide the necessary training. Consequently, the study and guide, by providing guidance on how to build up the internal training capacity of the ministries, will supplement the traditional training efforts of the ILO and the regional labour administration centres. The planned outputs will consist of a publication to deal specifically with methods of establishing, organising and updating training programmes for several categories of labour ministry staff. The publication will also indicate how these units should be related to other institutions such as central statistical offices, planning boards or ministries, and schools of public administration.

The study and guide on the establishment of training facilities in ministries of labour are treated as separate parts. The study, based on replies submitted by some 40 countries, developing and industrialised, with centrally planned or market economies, to a questionnaire from the International Labour Office, and the guide, which addresses some common basic principles concerning the establishment and modus operandi of Labour Administration Staff Training (LAST) systems.

This publication is addressed both to students of training in labour administration and to trainers charged with the design, establishment, reorganisation, implementation and evaluation of staff training programmes in this special area of public administration. It was prepared by Professor Ertelt of the Federal German College of Labour Administration and edited by Mr. K. Harapp, the consultant, and Mr. R. Weingartner, the associate expert, under the general supervision of Mr. Von Richthofen, senior official of the ILO's Labour Administration Branch (ADMITRA).

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CONTENTS

	<u>Page</u>
PREFACE	i
PART I - INTRODUCTION	1
PART II - PRINCIPLES OF LABOUR ADMINISTRATION STAFF TRAINING (LAST)	3
Labour administration - An ILO definition	3
The staff training function	4
The International Authority for the Training of Labour Administrators	4
The National Authority for the Training of Labour Administrators	5
The Individual Authority for the Training of Labour Administrators	6
The training process	6
Analysis of training needs	7
Formulation of training objectives	7
A systems analysis	8
Programme establishment	9
Training methodology	9
Evaluation	10
Follow-up	11
The labour administration dimension	12
Regional training	12
International training	13
Distance training	14
Trainer training	16
Management training for labour administrators	17
The base for a staff training policy	18

	<u>Page</u>
PART III - A STUDY OF SELECTED LAST SYSTEMS	20
Training policies	21
The organisation of training	30
The beneficiaries of training	38
Countries which offer training to most categories of staff	38
Countries which provide training on a selective basis	41
Countries which provide training for clerical and junior staff	43
The role and function of trainers	44
Systems with a clearly defined trainer status and a wide range of career prospects for trainers	44
Systems with a less clearly defined status and selection criteria for training staff	46
Countries with unspecified trainer profiles or selection criteria	48
Training typology	50
Training methodology	54
Countries which have developed their own training methodology	54
Countries which have not developed LAST methodology	57
International co-operation	59
Countries where some measure of international training is available	59
Countries where access to international training is either limited or where international training opportunities are not available	61
Special features	63
Summary and common trends	65

	<u>Page</u>
PART IV - A GUIDE FOR BASIC LAST UNITS	67
Management training	67
Performance appraisal	80
The training of trainers in labour administration	82
Counsellor training	86
Modular training systems	91
Evaluation and follow-up of training	99
Input evaluation	100
Process evaluation	101
Product evaluation	101

ANNEXES

PART I - INTRODUCTION

"A highly competent and motivated staff is the Labor Department's greatest asset in accomplishing its important missions." This view, expressed in the Training Policy Handbook of the US Department of Labor,¹ would be generally accepted by constituent members of the International Labour Organisation.

A variety of measures can contribute to the creation and maintenance of a highly competent and motivated staff at all levels of a labour administration system. Although the responsibility for the implementation of these measures rests primarily with ministries of labour - or their equivalent - a number of factors lie outside their immediate scope. For example, the quality of general education in any country is the single most important factor in determining the quality of entrants to the public services and, ipso facto, into the labour administration system. At the same time, the improvement of recruitment procedures, and an emphasis on the objectivity and rewarding nature of labour administration work, coupled with improvements of the career structure and motive incentives in the labour administration system, would lead to a higher standard of entrants into, and their retention, by the system; consequently, inadequate and inequitable recruitment procedures, or poor financial rewards for labour administration personnel, vis-à-vis colleagues in the public services, or in comparison to employees in the private sector, will contribute to a situation characterised by poorly qualified staff and a lack of motivation.

Although improvements in recruiting procedures and material incentives may succeed in attracting better candidates, they are only part of the process of achieving a substantial and lasting improvement in staffing arrangements. Other reasons are equally important. For instance, there could be greater recognition of the importance of social and employment-related subjects in curricula at secondary and tertiary educational institutions; more emphasis might be placed on employment legislation in schools and in faculties of law; the concept of safe working conditions might be an integral part of the teaching of engineering and physics; occupational health issues should form part of medical training courses. Besides being generally desirable in the wider educational context, the teaching of these subjects would provide a worth-while introduction to the world of work. In a more specialised way, they would lead to a better understanding of employment and related issues for persons seeking to enter the field of labour administration.

Desirable as these developments might be, it must be recognised that labour administrations have little direct influence on general educational policy, while recruitment into the civil service in most countries is subject to established procedures applicable to the service as a whole. Terms and conditions of employment in the public service are usually centralised with labour administration systems being accommodated in these arrangements. Within these limitations it is incumbent on senior officials of labour administrations to try to ensure that labour matters are given the importance they deserve, and that the career prospects for labour administration staff are at least equal to those enjoyed by comparable employees in other departments of the public service.

¹ Training Policy Handbook of the US Department of Labor (Washington, DC, 1979), p. 3.

Staff training is an activity which a labour administration can establish and expect to control. The importance of adequate and continuous staff training is being increasingly accepted and a growing number of countries recognise that the systematic training of labour administrators requires not only well-structured selection and induction procedures, but a programme of continuous training throughout an official's career. Employment practices are inevitably affected by rapid economic, social and technological changes and the ability of a labour administration system to respond effectively to these changes depends on the flexibility of the system, and the competence and adaptability of the staff operating it. To obtain this competence and adaptability requires continuous staff training at every level.

The need for staff training is particularly marked in industrially developing countries, where the public sector is increasingly called upon to initiate new development projects and to improve existing projects. In a number of instances public administration officials have been unable to respond to these challenges due to inexperience and lack of proper training. In such situations, training, retraining and advanced training have emerged as matters of prime importance. At the same time, the problems are accelerated by a general and persistent shortage of qualified manpower and the move of competent public employees into the private sector.

In spite of the generally recognised importance of training for labour administration staff, this recognition is not always translated into effective remedial action. Comparatively few ministries or departments of labour have their own specialised training unit. Even where such units do exist their mandate is often restricted to the training of junior staff. It is only rarely - usually in industrially advanced countries - that comprehensive training policies for labour administration staff can be found.

In the following chapters, the reason for these deficiencies will be discussed and proposals made to overcome them. But first, the term "labour administration system" must be defined.

PART II - PRINCIPLES OF LABOUR ADMINISTRATION STAFF TRAINING (LAST)

Labour administration - An ILO definition

The scope of labour administration, from its origin in the nineteenth century, has been progressively enlarged to meet the changing needs of industrialising societies. The role of the State, at first solely protective and limited to setting labour standards (conditions and hours of work, occupational safety and health) and enforcing them by inspection, expanded over the years to comprise labour relations, the development and administration of social insurance, the provision of research and statistical services to supply the background information needed for policy-making and legislation in the social field, the creation of employment services, responsibilities in manpower development, etc.

The ILO concept of labour administration was defined at the 64th Session of the International Labour Conference, in the Labour Administration Convention and Recommendation, 1978 (Nos. 150 and 158 respectively), in the following terms:

For the purpose of this Convention

- (a) the term "labour administration" means public administration activities in the field of national labour policy;
- (b) the term "system of labour administration" covers all public administration bodies responsible for and/or engaged in labour administration - whether they are ministerial departments of public agencies, including parastatal and regional or local agencies or any other form of decentralised administration - and any institutional framework for the co-ordination of the activities of such bodies and for consultation with the participation by employers and workers and their organisations.

The scope of labour administration is not, therefore, confined to that of a department of government merely charged with the enforcement of labour law. Rather, it is a composite of all the activities of a State in the formulation and application of national labour and social policy. The ILO definition of labour administration reflects this concept. It is widely drawn and recognises that labour administration is not limited to the wage-earning sector, but must be developed as a comprehensive system, comprising a number of activities co-ordinated and unified by a central authority.

In ILO terms, Convention No. 150, together with Conventions Nos. 81 and 129 on Labour Inspection and Labour Inspection (Agriculture); Convention No. 88 on Employment Service; the relevant Recommendations (Nos. 81, 83 and 133) and certain provisions in a number of other international instruments, form the basis for the development of labour administration systems.

Due to historical and other factors, government departments responsible for labour administration operate under a variety of titles, the most common being Ministry of Labour (e.g. Brazil, Denmark and Greece). Some countries require ministries of labour to exercise responsibility for social and other issues as well as labour administration; for instance, Ministry of Labour and Social Affairs/Social Development/Social Security/Social Welfare/Social Insurance as in Saudi Arabia/Argentina/Burma/Cyprus/Jordan; Ministry of Employment and Industrial Relations (Australia); Ministry of Employment, Reform of the Civil Service and Social Insurance (Congo); Ministry of Manpower and Vocational Training (Egypt); Ministry of Mobilisation and

Productivity (Ghana); Ministry of Public Service, Labour and Social Laws (Madagascar); Ministry of Labour and Industrial Relations, Women's Rights and Family Welfare (Mauritius).

There are many other designations, usually dependent on the distribution of ministerial portfolios within a particular government. Whatever their title, they face the common challenge of maintaining an effective labour administration system capable of playing a full and meaningful role in the formulation and implementation of social and economic policy.

The pace of change in such matters as information technology, labour legislation, employment patterns, skills development, safety and health, industrial relations and the composition of the labour force, demands dynamic and flexible responses from the labour administration system. It is patently impossible for the system to meet these demands unless the staff operating the system have been sufficiently trained. It is, therefore, vital that training for labour administration staff is accepted as a continually evolving process, and an essential component of national social policy.

The staff training function

Staff training is an important element of both collective organisational development and individual career development. A good definition of training is "the planned provision of efficient learning situations which enable and encourage participants to achieve measurable behavioural performances and goals". In the context of labour administration, the training function should be directed towards the following objectives:

- selection and initial induction training of new entrants to the labour administration service;
- the improvement of the work performance of existing staff;
- the development of the skills, attitudes and value systems of officials to enable them to respond to the changes, challenges and demands of a constantly evolving employment and social situation.

Frequently, training within a labour administration system is seen as a staff function which does not contribute directly to the achievement of the administration's objectives. In consequence, training is accorded low status and a small share of the available finance. It is often regarded as a minor extension of the personnel function, with correspondingly low priorities for staffing and material facilities. This actually precludes good staff training. For staff training to be successful, it must be properly recognised as an important element in the administration's overall plan. There must be an acceptance by the administration leadership that training is the prime instrument through which efficiency can be improved. The logical sequel should be the establishment of a separate staff training unit, properly staffed and equipped. The professional head of the staff training unit should be accorded similar status to heads of other departments within the labour administration system. His authority should be formally recognised and he should be directly responsible to the head of the labour administration service.

The International Authority for the Training of Labour Administrators

Article 10 of ILO Convention No. 150 concerning Labour Administration states:

1. The staff of the labour administration system shall be composed of persons who are suitably qualified for the activities to which they are assigned, to have proper access to training necessary for such activities and who are independent of improper external influences.
2. Such staff shall have the status, the actual means and the financial resources necessary for the effective performance of their duties.

This provision encapsulates the importance of ILO Convention No. 150, because without qualified or a properly trained staff, provided with the necessary status and financial resources to carry out their duties, the other provisions of the Convention would have little meaning.

The importance of training is further emphasised in paragraph 23 of ILO Recommendation No. 158 covering labour administration, which states:

23(1) The staff of the labour administration system should receive initial or further training at levels suitable for their work: there should be permanent arrangements to ensure that such training is available to them throughout their careers.

(2) Staff in particular services should have the special qualifications required for such services, ascertained in a manner determined by the appropriate body.

These international instruments provide sources of authority, not only for those ILO member countries that have ratified Convention No. 150 (31 as at 1 January 1989) but for all member countries, since the provisions of an ILO Convention contains guiding principles to which they may be expected to subscribe, irrespective of the fact that a particular country may have been unable to formally ratify the full text of a particular instrument. The requirement that labour administration staff should not only be suitably qualified, but have access to training is, therefore, given the status of an international instrument. The ratification of Convention No. 150 by a particular country carries the obligation that its provisions must be implemented in the national law and practice of the country.

Paragraph 23 of Recommendation No. 158 deals with the issue of training in greater detail, for example, by indicating the labour administration staff should not only be provided with initial training, but that suitable training should be made available to staff throughout their careers. The concept of continuous training as part of career development provides the basis on which the most successful organisations conduct their staffing policies. It is one which labour administration systems should emulate.

The National Authority for the Training of Labour Administrators

Labour administration staff training may be conceived as a component of a national manpower policy for the public administration as a whole, or a specific sectoral activity within the labour administration system itself. The authority for staff training may be derived from policy statements, legal instruments, administration instructions, etc. Whatever the sources of the authority, the first essential is to ensure that the training is structured to reflect both the present needs of the labour administration system, and the labour and social policies which are likely to evolve in the foreseeable future.

The responsibility for devising a cohesive training policy for labour administration staff rests primarily with the head of the labour administration system and his advisers. They will need to take account of any guide-lines on training policy which may be contained in the national manpower plan and structure the labour administration's training arrangements accordingly. In doing so, they must recognise that a national training policy for the public sector as a whole can only provide general guide-lines on what is expected of the labour administration and it will be a matter for the administration itself to provide a specific training plan for its staff. It may, of course, be that there is no manpower plan and no general guide-lines on training policy. In such cases, only the dynamism and enthusiasm of senior officials of the labour administration system can provide the impetus and the authority for staff training.

The Individual Authority for the Training of Labour Administrators

A labour administration which recognises the importance of staff training will ensure that the training function is given full support by senior officials in all departments of the administration system. A corollary of this support is that the training unit will be adequately staffed by capable officials selected for their personal and professional qualities, suitably graded vis-à-vis their colleagues. Ideally, it should be a component of training policy that participation in the training programme, either as full-time or part-time trainers for a significant period, should be a prerequisite for promotion to senior posts. Many organisations in the private sector have found it useful to use senior staff as part-time trainers throughout their career, thus enabling them to maintain an awareness of current problems and, at the same time, make an assessment of staff under training.

The individual authority of the trainer is manifested in his status within the establishment, the importance of the staff training unit in the hierarchical structure of the administration system, the career prospects for trainers both within the system and the public sector generally, and his own personal and professional standing. Where these prerequisites are properly met, the individual authority of the trainer(s) will be fully accepted and staff training will be recognised as an important component of overall policy. If they are not met and training staff are of mediocre quality, the training function will be relegated to an inferior role and its ability to influence events and make a meaningful contribution to labour and social policy will be greatly reduced.

The training process

Essentially, the training process consists of three phases: planning, implementation and evaluation, all of which are interdependent; for example, the evaluation of a training programme and the implementation of the training provided by the programme usually leads to improvement and modifications in planning. The process can be further broken down into a series of interlocking steps; for example, analysis of training needs; formulation of training objectives; a systems analysis; programme establishment; choice of training methodology; selection of trainees; programme implementation; evaluation of courses; follow-up procedures; revision of programmes based on objective needs analysis, etc. This process is usually referred to as the Training Cycle; some of its aspects are briefly examined below.

(i) Analysis of training needs

Essentially, the analysis of training needs consists of a detailed and thorough examination of all aspects and activities of the labour administration system in order to assess the qualitative and quantitative deficiencies of the system and the constraints on its effective operation. The purpose of the examination is to determine the extent to which training could contribute towards the elimination of these deficiencies and constraints. Important parts of this analysis are an assessment of staffing needs in the light of present and future constraints, and the qualifications necessary to enable staff to fulfil their professional obligations. Task profiles should be established for every post in the labour administration system and periodically updated to reflect the changing obligations and functions of the system. The formulation of training objectives for specific activities must always be preceded by a training needs analysis related to staff needs.

(ii) Formulation of training objectives

The formulation of training objectives should be based on research into administrative structures and processes; identification and analysis of training needs; conceptualisation of programme materials; study of the use and impact of learning methods; validation and evaluation of previous training programmes.¹

To provide a database for the formulation of training objectives, training planners will have to collect information on all aspects of the labour administration system including:

- present and anticipated functions;
- the present and potential input to national planning;
- all existing and planned professional and occupational posts in the system, including job descriptions, qualifications and skill requirements necessary to fill the posts;
- available in-house training facilities, e.g. trainers, trainees, resources and accommodation;
- the need for sources of external training for professional staff;
- professional and academic qualifications for new entrants to the system, including proposed selection procedures and induction training, etc.

The formulation of training objectives should include a forecast of training activities over the short, medium and long term. Clearly, there must be some degree of flexibility in long-term and possibly medium-term proposals to take account of changes in labour and social conditions, but this should not unduly affect the training strategy, provided it has been properly planned and considered. Important side benefits flowing from this approach are the provision of substantial information for individual staff members of the labour administration system, both in regard to the professional standards applicable to their posts, and the training which will be made available to them to equip them for senior positions.

¹ R.C. Goslin: "Development and training of senior administrators in the UK civil service", in International Review of Administration Training (Brussels), 1981, p. 19.

(iii) A systems analysis

Although there is a diversity of functions amongst labour administration systems, there is also a degree of uniformity on many of their subsystems and the roles allocated to them. For instance, at the ministry or departmental level, there is a subsystem responsible for overall policies, general and financial administration, and assignment of tasks. Secondly, there are specific technical departments/agencies/directorates operating as specialised subsystems such as the industrial relations department, the labour inspectorate, regional labour offices or the training department itself. Thirdly, there are parastatal agencies or tripartite bodies or organisations, etc., with a considerable degree of independence. Occasionally, there is a fourth subsystem, i.e. programmes or projects with specific tasks assigned to them.

It is important, in seeking an analysis of the labour administration system, to have in mind both diversities and similarities amongst component subsystems. If there is a great deal of diversity, it will be necessary to provide separate sets of objectives for each subsystem and possibly for sections within that subsystem. If, on the other hand, there is little diversification because of the size, scope and responsibilities of the labour administration system, it should be possible to devise a core of common objectives applicable to the system as a whole.

Although training is seen as a change and development process generated by widely different methods and media, it must respond to and change with the total system. Responsibility for the training function clearly lies with the parent organisation, which should constantly review its objectives, plans, procedures, and actions, and whenever appropriate, support training as one of its subsystems.¹

A systematic approach to training objectives in the context of labour administration must consider the various categories of training activities, since each activity may require a different objective. For example, the following categories may be identified, on the basis of a target group orientation:

- | | | |
|------------------------|---|----------------------|
| - pre-service training |) | |
| |) | pre-service training |
| - orientation training |) | |
| - initial training |) | |
| |) | induction training |
| - on the job training |) | |
| - advanced training |) | |
| |) | advanced training |
| - specialist training |) | |
| - refresher training |) | |
| |) | advancement training |
| - managerial training |) | |

¹ R.C. Goslin: "Methodological approaches in public administration training", in International Review of Administrative Sciences (Brussels), 1975, p. 7.

These different types of training are both complementary and interdependent. Although individual countries may attach a different degree of importance to a particular type of training, this is rarely the result of conscious reflection but is induced by the absence of training policies, programmes or facilities. Nevertheless, there is general agreement in most countries that systematic group or individual induction training is of primary importance. Conversely, lack of such training or its haphazard organisation is the root cause of many deficiencies in the performance of labour administrations.

Wherever possible, the concept of tripartism should be integrated into labour administration training programmes. Labour administrators must recognise the need for effective, tripartite involvement, consultation, participation and other forms of interaction with employers and workers and their organisations, and this factor should be emphasised in all labour administration training programmes.

(iv) Programme establishment

In general, the content of training programmes depends on a number of variables: objectives, target groups, duration, location, methodology, etc. However, irrespective of how specialised the subject is, it must be linked to the labour administration and the functions, present and perceived, of the system as a whole. To give an example, a labour inspection training programme should indicate the role, place and functions of labour inspection within the system of general labour administration and not treated as an isolated subject standing by itself.

(v) Training methodology

Training methodology is almost as varied as content. Many fancy "modern" techniques are offered. But selection of training methods and learning methodology must take note of cultural backgrounds and traditional attitudes of the target group, which will respond to "modern" methods only if they are progressively introduced and judiciously handled.¹

Methodology must not be an end in itself, except perhaps in the context of trainer-training programmes. In simple terms it establishes the means whereby a trainee returns to his job with an improved standard of competence. The choice of training methodology must continually be justified in terms of effectiveness and efficiency, particularly in terms of overall and sectoral objectives. Some authorities advocate utilising only those objectives which are likely to be achieved during or by the end of the training programme.² One choice of methodology (which is not specific to labour administration training) is contained in an (undated) information brochure issued by the ILO's International Centre for Advanced Technical and Vocational Training (Turin Centre). It suggests the following:

¹ R.C. Goslin: "Methodological approaches in public administration training", in International Review of Administrative Sciences (Brussels), 1975, p. 4.

² Goslin, op. cit., p. 6.

(a) sessions generally conducted with the full class present:

- lecture, discussion, seminar, conference, film presentation, video-tape presentation, sound-recording presentation, demonstration;

(b) sessions conducted in groups with a membership of five or six:

- case study, problem study, example study, exercises, games, role-playing, interaction analysis, micro-teaching, simulation;
- group projects case writing, comparisons, surveys, incident analysis;

(c) sessions where work is done by individual exercises:

- individual (modular) study usually in the Mediatheque, programmed study, library search, subject or country reports, private study.

The proportion of time devoted to the use of different methodologies depends on the objectives and needs of the training programme and the participants. However, there must be enough flexibility during courses to allow for changes during a course as the needs and capacities of individual participants are more clearly identified. In the initial design of programmes the proportions allocated to particular subjects tend to follow patterns established through experience and the evaluation of previous courses.

Wherever possible, any method should be supported by audio-visual training material, some of which could, with advantage, involve the active participation of the trainees. The audio-visual material might range from the traditional to the most modern teaching hardware and software including audio-tape equipment, video equipment, projection equipment, recording equipment, reprographic equipment, viewers, readers, teaching machines, computers, models, simulators, study stations, learning laboratories, screens, boards, films, slides, transparencies, microfiches, tapes, discs, manuals, training packages, study kits, etc.

(vi) Evaluation

Training without evaluation is an exercise in entertainment, but no more. Evaluation assesses the extent to which training objectives have been achieved; it provides a feedback mechanism for trainers, planners and the trainee; it measures an individual's attainments before he or she enters into further elements of the training programme; it helps to ensure that theoretical knowledge is being translated into practical application by the trainee; finally, and perhaps most important, it helps to determine the value of the end product.

As to evaluation methods, there is an abundance of options and literature from which to choose. These include structured methods, unstructured methods, ex-ante, ongoing and post-evaluation, etc. All have advantages and disadvantages. It is important that the appropriate method is selected and that trainers understand what type of evaluation they are carrying out and for what purpose, i.e. trainee or programme evaluation. Evaluation both concludes and recommences the training cycle. Thus, it is a continuous working link: research, analysis, development, operation and evaluation,¹ which is what the process of learning is all about.

¹ M.W. Warren: Training for results - A systems approach (London), 1969.

(vii) Follow-up

No training is complete without planned and controlled follow-up. Ideally both the trainer and trainee should participate in this process, which is often the most neglected aspect of training and which is crucial to the success of any training activity, namely the transfer of acquired knowledge, skills and attitudes into the day-to-day work situation of the trainee.

The trainer's responsibility is not finished at the end of a course. He should endeavour to assist in the process of transferring knowledge by providing further service guidance, information and documentation as necessary. Once the trainee has left the training situation, where every theory works so well (in theory), and where even the most complex issues seemed easily soluble, problems assume a new dimension. Confronted with the realities of a work situation, armed with only theoretical knowledge of new techniques and information procedures, with no experience of the practical application of ideas put forward in the training programme, compounded by a lack of response on the part of the clientele, even the best-motivated trainee will soon lose interest, with the result that enthusiasm gives way to bureaucratic apathy.

To prevent this situation occurring, the trainer should make periodic follow-up visits to each trainee's workplace after the end of the programme to discuss with him the problems he has encountered and develop solutions. Equally important, the trainer should hold discussions with the trainee's colleagues and, most important, with his supervisor, who may be the person responsible for sending the trainee on the programme in the first instance. It could also be that the trainee is having difficulty with his colleagues and supervisor in implementing the training he has acquired. The trainer can play an active role in resolving these difficulties.

In undertaking such visits, the trainer gains valuable information for a realistic post-evaluation of the training which he has provided. He will obtain the realistic feedback which is necessary to improve future training programmes, learn much about trainees' real needs and work situations, and particularly the task of translating teaching theory into practical application.

Without adequate follow-up arrangements, much of the investment in training may be wasted. Yet, surprisingly very few of the labour administration training programmes which have been recorded seem to make provision for follow-up procedures. Where follow-up arrangements are impossible the trainee should be encouraged to establish a post-training action programme for himself. During training, he should be given the opportunity to discuss existing or potential problems which he envisages might occur when he returns to his job. Field-analysis methods are suitable for this kind of evaluation, particularly where two or more trainees are located in the same country, city or department. Such a situation enables them to mutually arrange periodic discussion of implementation targets and deadlines and procedures for dealing with problems which they have encountered. Whatever action programme is decided upon, it should be realistically designed with the active participation of the trainer. The more realistic the action programme, the greater will be the chances of it making a successful contribution to the efficient operation of the labour administration system. Only when this success is apparent can the training cycle be regarded as complete.

The labour administration dimension

In an article advocating an operational thrust to human resources development, the Deputy Director-General of the ILO responsible for technical co-operation, developed a series of important guide-lines indicating changes in international action in the field of training.¹ He evoked the growing recognition of the social role of training, but indicated that the expansion of training efforts, given increasingly scarce government funds, depended on improved efficiency and effectiveness of training at the national level.² He strongly advocated measures to improve cost-effectiveness of training, including fostering low-cost, innovative approaches.³

These forceful arguments, though conceived in the context of general training, quite readily apply to the training and development of labour administrators. The ILO's Labour Administration Branch, together with the regional centres, have already put some of the ideas contained in these arguments into operation. For example, there is a clear trend away from the long-term, comprehensive technical co-operation project, designed to create or strengthen institutions, in which training is merely a minor component. Instead, a series of successful short-term national projects are being run in a number of countries with training as their only purpose. Although this had occasionally been done before⁴ these new courses have been organised by the governments concerned, with ILO inputs concentrating on technical expertise, training material, etc. In this way, costs have been dramatically reduced while effectiveness has increased due, at least in part, to greater participation and commitment at the national level.

International experts more and more come from developing countries and put their experience and knowledge at the disposal of countries in the same region. Labour administration training courses held in English-speaking African countries were staffed by the ILO's Regional Adviser in labour administration for the subregion, and the Chief Technical Adviser of the African Regional Labour Administration Centre, ARLAC. This approach is strongly supported by S.K. Jain,⁵ who calls for an increasing awareness of the resources available in regions and for the exchange of experience to demonstrate that local resources can be more appropriate and more effective. This trend will have a profound impact on the concept of labour administration staff training in and for developing countries, not only for training at the national level but also for regional and inter-regional training.

(i) Regional training

The organisation of labour administration training programmes on a regional basis is particularly appropriate when each of several countries, linked by language and culture and forming a specific geographical group, requires a number of specialists which is too small to warrant the setting up

¹ S.K. Jain: "The need for an operational thrust to human resources development", in International Labour Review (Geneva, ILO), 1986, p. 627.

² S.K. Jain, *ibid.*, p. 629.

³ S.K. Jain, *ibid.*, p. 635.

⁴ *cf.*: "Training labour administrators: ILO Experience over the past decade", *op. cit.*

⁵ *op. cit.*, pp. 638-639.

of a national training programme. In such cases, regional training enables the grouping together of a number of participants from different countries to make it possible to provide better instruction facilities and more highly qualified training staff, while reducing the cost per participant.

Secondly, participants attending regional training programmes find that the social climate in the host country is usually similar to that to which they are accustomed. They are, therefore, less likely to suffer the disorientation which sometimes occurs when trainees attend courses held in developed industrial countries. Moreover, the social, economic and employment situation in the host country, the situational problems they encounter in the course of their training and their contact with the labour administration have a greater relevance to their own circumstances than would be the case in industrialised countries.

Participants in regional training programmes find, in their contacts with one another, that their interests and experiences are sufficiently similar to provide a basis for a continuing exchange of views. In this sense, their outlook is broadened by the comparisons they are able to make between their national experiences. In Africa, for example, where poor communications remain an impediment to development, the creation of institutions which foster a continuous exchange of related ideas, information and experience in the fields of labour and social policy at the operation level, is of particular importance.

Thus, with assistance from the United Nations Development Programme, the ILO has helped set up six regional labour administration centres over the past 20 years. They are (in order of establishment):

- CIAT, Centro Interamericano de Administracion de Trabajo, in Lima, Peru;
- CRADAT, Centre Regional Africain d'Administration du Travail, in Yaoundé, Cameroon;
- ARPLA, Asian and Pacific Programme for Labour Administration, in Bangkok, Thailand;
- ARLAC, African Regional Labour Administration Centre, formerly in Nairobi, Kenya; now permanently established in Harare, Zimbabwe;
- CLAC, Caribbean Labour Administration Centre, in Bridgetown, Barbados;
- RACLA, Regional Arab Centre for Labour Administration, in Tunis, Tunisia.

These regional centres run a variety of training programmes, courses, seminars, round tables, workshops, symposia, etc., of varying duration and for almost all levels of professional labour administration staff. Increasingly, their programmes carry an element of tripartism and workers' and employers' representatives are regularly invited as participants or observers. Although international agencies still provide most of the funding for the centres, member governments themselves are now making substantial regular budget contributions, thereby helping the centres to become fully autonomous.

(ii) International training

The first international labour administration seminar was organised on a trial basis in 1980, in Turin, Italy, but was not followed up. It was only in 1985, when the concept of international training was substantially revised and a seminar was held in an industrially developing country, that a successful

formula for such training was devised.¹ The formula was developed through an in-depth analysis of target groups of potential trainees from labour administrations. These target groups are briefly described in the following paragraphs.

An increasing number of the most senior officials in many ministries of labour are not labour administrators who have been progressively promoted within the labour administration system, but administrators from other departments of the public sector. Although these officials are expert administrators, they have little direct experience of labour matters. It was considered that they would benefit from exposure to substantive issues in labour administration, in order to broaden their view of labour matters and, by so doing, enable them to make a fuller contribution to social and economic development.

A second group comprises "number-two-officials", i.e. deputy permanent secretaries, under-secretaries, assistant commissioners, chief inspectors of factories, chief industrial relation officers, principal labour officers, and counterparts of in-country project chief technical advisers. Officials in this target group may have already benefited from middle or senior-level training offered by regional labour administration centres. They do not usually require further training in the general technical areas of labour administration (although this may be necessary to enable them to cope with technical changes), but rather in the formulation and administration of labour policy, and the need to obtain a thorough understanding of the dynamic role of labour administration in national development. To cater for their training needs, an inter-regional approach is regarded as being most suitable.

A third target group able to benefit from inter-regional training are senior labour officers with at least five years of relevant working experience, who are considered to have promotion potential. For these officials, group training programmes of between five and seven months, oriented towards gaining practical experience, are considered appropriate. This involves several phases of short intern-type attachments to various labour administration institutions, with particular emphasis on the important role of tripartism in development. Trainees are mainly taught in the labour administration environment and training combines both group and individual activities and assignments, the intention being to thoroughly familiarise them with the system of labour administration in an advanced developing country. The training for this third group will help fill a significant gap which is not yet fully covered by the existing regional labour administration centres or other institutions.

(iii) Distance training

Distance training is a system whereby the trainer who provides the tuition is removed in space and time from the trainee. The methodology of distance training has been part of non-formal educational systems for many years. It first started as correspondence education, where written materials were sent by mail to learners in different places. Nowadays, with the increasing proliferation of media suitable for use in mass education, education at a distance no longer relies solely on written materials. Other means, such as radio, television and telephone, can be used in the tuition process.

¹ See the report on the "High-level Inter-regional Seminar on Theory and Practice of Modern Labour Administration for Development", Nicosia, Cyprus, 1985, planned.

Distance training methodology is attracting increased interest because of a number of advantages it has over traditional classrooms methods. Some of these advantages are:

- In areas of study where resource personnel is limited, distance training makes it possible to distribute expertise to wider audiences.
- Since the trainee remains in his work situation, additional training does not interrupt his work significantly.
- More courses can be offered and more trainers can participate. In residential, classroom-oriented training, logistics and accommodation difficulties restrict the number of programmes which can be offered.
- Distance training provides for individualised learning which is very appropriate for adults, since it allows each participant to move and study at his own pace.
- In the long term distance training is much cheaper than classroom-oriented tuition where most of the costs go into paying for residential accommodation for trainees.

However there are also some disadvantages:

- Distance training is more convenient for cognitive aspects of learning and less suitable for skill-oriented programmes. Although distance training can be effectively used in teaching some skill-oriented programmes such as engineering, typing, medicine, etc., these subjects require expensive facilities where trainees can practice. This is a severe limitation.
- Distance training requires efficient postal and electronic mass media systems. Where these are inadequate, the methodology is less effective.

Some of the ILO's regional centres serve countries thousand of miles apart. Some of these countries' training needs are, quantitatively speaking, relatively small. For instance, the Caribbean Labour Administration Centre, CLAC, organises training for 17 island nations plus three mainland States. Residential courses of two to three months involve large sums of money, and this severely restricts the number of courses which can be organised. Consequently, purely national courses have the dual disadvantage of depriving participants of exchange of experience and being both uneconomical or impracticable, particularly in the case of small countries.

CLAC, in collaboration with the University of the West Indies' Distance Teaching Unit, mounted two distance training courses, one in 1985, and another in 1986.¹ Careful evaluation of both exercises showed that results, judged by participants' comments, were most encouraging, both from the point of overall costs and from training effectiveness. The technology involved consisted of tele-conferencing facilities and slow-scan television transmissions via satellite, utilising available installations. There are plans to increase the capacity of the system by adding tele-writing facilities.

¹ "Report on an experiment with the distance teaching method", CLAC, Bridgetown, Barbados, 1985 (unpublished); and "Report on a second experiment with the distance teaching method - A labour inspection course", CLAC, Bridgetown, Barbados, 1986 (unpublished).

The distance training approach will play an increasing role in improving labour administration systems, not only in the Caribbean region but possibly also in the South Pacific, in Africa and elsewhere. Its most important aspects are that it provides an opportunity for continued training for labour administrators whose circumstances require that they learn while remaining in their place of work, and that it has a very favourable cost/benefit ratio, once the initial cost of capital equipment has been amortised.

(iv) Trainer training

Building up skills and competency to strengthen the ability of labour ministries and departments, and the training and development of their own staff, may well be the most decisive contribution towards improving national competency and international co-operation in labour administration and moving towards self-reliance in staff training. Practically all regional centres have undertaken activities in this field. By way of example, reference is made to two interesting documents.¹ The approach chosen by the centres incorporated a number of elements, for example, ARPLA has included training for the design, development and management of long-term training courses (as against individual training courses) in its activities. The first exercise of this kind² pursued the following areas:

- to define the process and outline the important steps to be followed when planning a training programme;
- to recognise the current status of training in labour administration in the participants' own country;
- to select and employ a variety of methods in order to identify training needs at both the individual and organisational level;
- to translate defined needs into general and specific objectives and learning activities;
- to employ a number of training methods to foster individual and group learning;
- to identify key issues and constraints to be considered when implementing a training programme;
- to evaluate the effectiveness of a training programme by employing a variety of both formal and informal evaluation techniques;
- to monitor both instructor/trainer effectiveness and trainee progress;
- to identify the skills necessary for the management of a training unit.

The second seminar at ARPLA (1985) was planned around four themes in the context of labour administration, tripartism and development:

¹ "Training of trainers", Report on a course held in Nairobi, ARLAC, Nairobi, 1983; and "Training labour administration trainers", Proceedings of the ARPLA/DSE Seminar for Training Labour Administration Trainers, ARPLA, Bangkok, 1985.

² ARPLA/DSE Seminar on Training of Trainers in Labour Administration, ARPLA, Bangkok, 1984 (unpublished).

- the trainer as a designer of training programmes, including needs identification, analysis and assessment;
- the trainer as an administrator;
- the trainer as adviser and consultant;
- the trainer as instructor.¹

It seems clear that this approach will be increasingly utilised in future, hopefully, in conjunction with regional training activities. Although there is a high degree of interest in, and commitment to, the role of training institutions in such activities,² the quality of trainers is a key issue for their success and all institutions will require assistance and support in this area.³

Management training for labour administrators

Hitherto, increased effectiveness of labour administration systems, particularly in developing countries, has been sought mainly through improvement of their existing functions: labour inspection, employment services, etc. However, measures taken to this end have not always succeeded. Traditionally structured and equipped to carry out an essentially protective role in the formal wage-earning sector, some labour administrators find that they are unable to make an effective contribution to overall economic and social development.

In the light of these inadequacies, it is hardly surprising that ministries of labour are allocated a very small proportion of the national budget, frequently 1 per cent and in some cases as low as 0.1 per cent. Such minimal allocations render labour administrations incapable of functioning effectively. They are unable to acquire basic organisational needs, e.g. staff, office equipment, transport, proper accommodation or established research and information services. Consequently, they are caught up in a downward spiral of competence and efficiency.

Without seeking to determine the course and effect of low budget allocations, it is considered that the introduction of better management techniques could enable more labour administrators to use their limited resources more effectively, particularly those which contribute to national development objectives. By ensuring that resources are put to optimum use, the input of the labour administration system to national development could be enhanced, with the concomitant that other agencies of the government, together with the social partners, would be more sympathetic to claims by the labour administration for a more generous allocation of resources, therefore helping to reverse the downward spiral referred to earlier.

The rationale for management training for senior labour administrators is that they are required to deal with private sector managers in their day-to-day activities, particularly in regard to industrial relations. Indeed, in

¹ "Training labour administration trainers", Bangkok, ARPLA, op. cit., p. 8.

² *ibid.*, p. 21.

³ For a comprehensive treatment of this subject, see L.R. Heron: "Labour administration networking" (Bangkok, ARPLA, 1984).

many countries, this is regarded as one of their main responsibilities. If labour administrators are to discharge these responsibilities effectively, they must understand how modern management operates, how private sector managers think and how they achieve their objectives.

There is a quest - and a case - for the development of indigenous management systems adapted to the special conditions of industrialising Third World countries.¹ Labour administrators will not only be affected by the outcome of this quest, but should be making a positive contribution to it. They are, themselves, the potential agents of change and in a unique position to influence its direction, particularly in regard to the management of labour resources, social and employment policies and industrial relations.

Nowadays, many management courses are available which provide a wider range of specialised training in all aspects of management, for example, costing techniques, production and operational planning, information technology and so on, and the relevance of such knowledge to other management considerations. It is urgent that these matters be given the serious attention they deserve.

The base for a staff training policy

Most people agree that training is of vital importance, but there is no unanimity about what in practice should follow from this proposition. Experience shows that discussions on training tend to remain at an abstract and generalised level, and an example of this is the debate whether training should be "on the job" or whether it should be institutionalised. Put in these general terms, the debate is sterile. The fact is that in so far as labour administration training is concerned, the concepts of integrated training, i.e. on-the-job training, and specialised training are inclusive and not mutually exclusive.

It is clear that in the general working arrangements of labour administrators there should be continuing instruction from senior officials on the requirements of the job. These should be explicitly stated and included in the mandates of senior officials working in a supervisory role. Having said that, it is equally clear that on-the-job training must be supplemented by special training provided at all levels of the system. Most important is the need to accept that irrespective of whether it forms part of normal job training, or is provided by specialised instructors, training is not a once and for all exercise. It is much more than simply teaching technical know-how, it must be a continuing operation.

Investigations by the ILO show that there is some ambiguity in regard to training. Clearly there is a need for a systematic assessment of training management, an evaluation of training methods and programmes and the results achieved. It is recognised that this will not be easy, but if specific needs and goals are to be established, it is essential that these needs - which will vary from country to country and between different categories of personnel - must be worked out by the intensive study of actual situations. The improved planning of training programmes requires a detailed knowledge of the effectiveness of existing methods and programmes, for example, how far are programmes which look effective on paper effectively applied in the actual training situation?

¹ cif., e.g., G. Mendoza: "The transferability of Western management concepts and programs, an Asian perspective", in Stifel, Black, Coleman (eds.), op. cit., pp. 61-71.

The first requirement is for the positive co-ordination of training programmes. The ILO experience suggests that the training in labour administration systems is inadequately co-ordinated and that some of the apparent deficiencies which are acknowledged to exist are due to this fact. Clearly, therefore, there is a need for greater cohesion. It is felt that this cohesion can be achieved by specifically establishing a training policy as an integral part of overall plans. The policy should be reflected in the budgetary arrangements submitted by the labour administration for approval by central government and thus made part of general government policy.

It is paradoxical that, despite the general acceptance of the importance of training in improving attitudes and performance in the private sector - particularly in the industrialised countries - and the inclusion of training provisions in certain types of legislation they are required to enforce, labour administrations have not, in general terms, grasped the importance of instituting a staff training policy themselves.

The need for training is consistently stressed in this Part and it is recommended that labour administrations systems should make a real effort to codify, in the explicit form of a staff training policy, both the generalised and specialised forms of training which are envisaged.

PART III - A STUDY OF SELECTED LAST SYSTEMS

This Part contains a survey of LAST systems in a number of selected countries, and highlights their more important features under the following chapter headings:

1. Training policies
2. The organisation of training
3. The beneficiaries of training
4. The role and function of trainers
5. Training typology
6. Training methodology
7. International co-operation
8. Special features
9. Summary and common trends

The information contained in the Study has been supplied by the countries concerned. The International Labour Office gratefully acknowledges this assistance, which provides an overview of the different LAST systems in operation. Although the variety and scope of the labour administrations involved precludes a comparative analysis of the organisation and methods of training which have been adopted, the Study is intended to assist labour administrations in the examination of their own training arrangements and hopefully provide a stimulus to activities in this important area.

1. Training policies

Approximately 80 per cent of the countries covered by the Study have developed their own LAST systems for which ministries of labour are responsible. The systems themselves, together with the policies which give rise to them, indicate that they can roughly be divided into four categories.

1.1 In the following group of countries, a specific LAST policy has been developed.

Algeria aims to provide qualified staff for both central and local administrative institutions by means of "on-the-job" training and the use of training institutions. Special significance is attached to specific training for middle-management executives, the two focal points being:

- in-house training of factory and labour inspectors and similar staff; and
- recourse to the National Institute of Labour (l'Institut National du Travail) which offers both general and specialised training on the social and economic aspects of labour administration.

Australia: In August 1983 the "Policy Statement of Staff Training and Development" (STD) was formulated by the Department of Employment and Industrial Relations. The stated purpose of the Policy Statement is to assist staff to perform their tasks efficiently and effectively, and to enable the Department to fulfil its functions and achieve its objectives. STD is intended to be the Department's main mechanism for introducing and implementing change and for linking the development and training needs of individual officials with those of the organisation. It is an integrated process, with a range of activities designed to contribute to the development of individual, technical and managerial skills and knowledge. STD is not restricted to formal institutional training, but encompasses all training activities including on-the-job training, in-house training courses and institutional training for specialists. Responsibility for implementing STD is delegated to the Department's staff training unit, which operates at three levels, namely:

- line management at all levels;
- staff training and development in functional areas; and
- individual staff.

In Finland the national training policy has been laid down by statute, in the standing orders of the Ministry of Labour and in directives on staff training. Policy objectives include:

- the development of knowledge, skills and attitudes for improving the performance of existing tasks, the adaption to new and changing tasks, and the efficient planning of work;
- the effective development of internal administration, especially in regard to planning, decision-making, implementation, follow-up and communication;
- the improvement of social and employment conditions of the working community, promotion of internal democracy and the adoption of co-operative methods;

- the continuous development of staff, by improving the level of training and the support of career advancement.

In Sweden, the Directorate of the National Labour Market Board (ANS) adopted, in 1984, policy guide-lines on employee education, including the placement of employment counsellors in employment offices and teams of occupational consultants in employment institutions. Essential elements of the policy guide-lines are:

- six months' basic training for new staff followed by six months' functional training;
- compulsory in-service training for other staff categories;
- one year's training in development objectives for newly appointed supervisory staff;
- a requirement that supervisory staff must attend ten days' in-service training activities annually;
- a requirement that all supervisory staff must participate in the in-service training of their assistants and subordinates.

In 1985 the AMS Directorate adopted a special managerial development programme. Its main provisions are:

- the establishment of management study groups in certain sectors of activity;
- mandatory courses for management trainees;
- compulsory work experience for new employees under the supervision of the chief county employment officer;
- compulsory basic training for new management staff.

In Colombia, the national training policy contained in an official order (Dekret), issued in January 1976, requires:

- the participation of national and international corporations in the public and private sectors in the implementation of development programmes;
- the promotion of both basic and advanced training programmes;
- the inclusion of material from all departments of the Ministry within the advanced training programmes.

In France, the national training policy is developed and implemented by a number of institutions under the general direction of the Ministry of Social Affairs and Employment. The most important of these institutions is l'Institut National du Travail, de l'Emploi et de la Formation Professionnelle - INTEFP (National Institute for Labour, Employment and Vocational Training). INTEFP was reorganised in 1986 and is now responsible for elementary training, advanced staff training and for specific forms of staff training for labour officials. Special attention is paid to the training of labour inspectors who occupy a central role in the French labour administration system. The training of the inter-ministerial labour inspectorate is carried out by the l'Institut National du Travail which was established by decree in September 1975 and placed under the authority of the Ministry of Labour.

The Agence National pour l'Emploi (ANPE), which helps to implement the labour market policy of the Ministry for Social Affairs and Employment, maintains five national training centres. These centres carry out both initial training and advanced training for ANPE staff, specialising in employee placement, employment advisory service, labour market information and labour administration. ANPE runs staff training programmes, both on a regional and national basis.

In India, training policy is formulated and implemented by a number of different institutions. For example, research and training for employment services staff is the responsibility of the Central Institute for Research and Training in Employment Service (CIRTES), established in 1964. The Institute is primarily concerned with the planning and conduct of foundation and specialised training courses/seminars for employment services staff.

The Organisation of the Directorate General of Factory Advice Services and Labour Institutes, established in 1952 under the Ministry of Labour, is specifically engaged in the training of labour administration staff. Trainees from foreign countries are also accepted under technical aid schemes. Other training facilities are provided by the Central Labour Institute in Bombay and the Regional Labour Institutes in Calcutta, Kanpur and Madras, all of which operate under the administrative control of the Directorate General of Factory Advice Services and Labour Institutes, and provide a variety of training for both junior and middle-grade labour administration personnel. Finally, there is the National Labour Institute which was set up as a registered society in 1972 with a number of objectives, including the training of labour administration officials.

Canada has adopted a national training policy for LAST. This policy sets out the broad principles within which each of the 12 Canadian provinces has been able to develop its own training system. The result has been a wide diversity of training schemes designed by ministries of labour (or their equivalent) in the provinces to reflect their very different economic, social and employment conditions. In addition, a number of separate institutions throughout Canada participate in the specialised training of labour administration staff.

In New Zealand, staff training and development policy recommendations are submitted by the Staff Trainers' Committee to the Personnel Development Committee of the Department of Labour. The Committee, which consists of all deputy and assistant secretaries of labour, considers these recommendations, in relation to training and development objectives, and makes appropriate arrangements for their implementation.

The staff training and development policy defines:

- "training" as a management tool to ensure that staff acquire knowledge and skills through instruction and practice to perform existing tasks;
- "development" as a means whereby management can ensure that staff members acquire additional work experience through transfer, secondments, cross-training, job rotation or study leave, in the context of their career aspirations and the department's needs;
- "training and development" as together influencing the attitudes of staff in order to develop their willingness, co-operation and trust.

Recommendations by the Staff Trainers' Committee are expected to cover such matters as:

- induction training to provide a working knowledge of the labour administration system, its goals and objectives;
- training in supervisory and management skills to improve performance and programme delivery;
- staff education to impart specialised skills not readily available within the labour administration system.

In Pakistan, the need for a national training policy for the labour administration system was accepted by the Economic Appraisal Committee in 1953 following a report by an ILO Survey Mission, which studied, inter alia, the needs of the labour administration system. The importance of labour administration training was further recognised in the first Five-Year Development Plan introduced in 1956. As a direct consequence of this emphasis on training, the National Institute of Labour Administration Training was established in Karachi in 1957 by the Ministry of Labour and Manpower. A further institution, the Industrial Relations Institute, which also provides training facilities for labour administration staff, was set up at Lahore in 1963.

In Somalia, a national training policy for labour administration staff was introduced in 1977. Its principal objective is to improve the methods, scope and efficiency of labour inspection, and to ensure that labour standards are being complied with.

In Sri Lanka, a national training policy has been introduced to provide training for officers within the labour administration system. The policy, which is carried out by the Ministry of Labour, provides for induction, in-service, refresher and specialised training.

In Spain, the Ministry of Labour and Social Security has developed a programme for the training of all ministerial officials. This programme, introduced in February 1984, sets out the following objectives:

- improvement of the labour administration service;
- improvement of work motivation by means of varied working activities and the promotion of career opportunities;
- improved consultation between ministerial officials and the social partners in all areas;
- to publicise of the training opportunities available to labour administration officials;
- clarification of staff eligibility for further training.

In Kuwait, the Five-Year Economic and Social Development Plan for the period 1985/86-1989/90 established a specific training policy for the first time. The policy is aimed at the development of national staff to enable them to carry out the activities and responsibilities of the labour administration in regard to employment policy, labour inspection, vocational training, health and safety and industrial relations. Specific objectives of the policy include:

- the development of personnel training programmes to improve staff performance and the quality of supervisory techniques;

- the adoption of an incentive system designed to give financial rewards and improved promotion prospects to trainees;
- the provision of induction training for new staff;
- the introduction of training for senior staff in the form of refresher courses and advanced training to equip them for promotion;
- specialised training in labour inspection, health and safety and industrial relations.

1.2 In another group of countries, LAST is part of the national training programme for the civil service as a whole; these countries include:

Cyprus, where the LAST policy forms part of the overall training programme in public administration. The Cyprus Productivity Centre (CPA), which is primarily a training institution, provides the focus for this training. Major elements of the LAST policy are:

- the provision of advice on training programmes and their co-ordination;
- the collection and analysis of all information relating to the training needs of the Ministry of Labour.

Cuba, where the State Committee of Labour decides on guide-lines for primary and advanced training of labour administration staff. However, education and training in labour administration is regarded as a subsidiary part of the national training system. An important element of labour administration training is the School of Labour, founded in 1962.

The Netherlands, where the general principles of a national training policy have been laid down in a letter dated February 1982, from the Minister and State Secretary of Home Affairs to the Second Chamber of the States-General. (This letter establishes the basis for a specific policy for the training of labour administration staff.)

The national training policy covers most activities of the public sector, including management procedures, drafting of legislation and public administration. The measures are put into effect by an inter-ministerial working party consisting of senior civil servants, whose recommendations and decisions provide a basis for educational activities and training throughout the public service. The arrangements are expected to have considerable impact on junior staff of the Civil Service and to bring cohesion to training policies which are specifically required to improve staff development, job satisfaction, efficiency, rationalisation of working practices and adjustment to new technology.

Mexico, where the federal Government has introduced a general programme for training and personnel development, implemented by the Ministry in charge of planning and budgeting. A specific training policy for labour administration staff is an integral part of this general programme.

In September 1985, the Ministry of Labour and Social Affairs established a national committee to co-ordinate occupational training. This committee is supported by a number of branch committees set up throughout the country.

Yugoslavia, where basic principles concerning training policy for the public sector are established by law. At the federal level, a number of laws pertaining to professional training for federal administration personnel have been created. Among the most significant of these instruments is the Act

dealing with the vocational training of personnel in federal administration agencies and federal organisations (Official Gazette of the SFRY, No. 26/80). Important provisions of the Act include:

- the right of promotion for employees in the federal administration and their duty to continuously improve their professional capabilities;
- the obligation of each federal administration to establish a programme of professional training for staff in relation to their competence and field of activity.

Switzerland, where in February 1980 the Federal Council delegated to the Personnel Department the task of formulating "a comprehensive concept for the promotion and training of executive staff within the general federal administration". The Federal Council envisaged that the concept should provide a programme of training which would:

- by the provision of induction training, meet the demand for well-trained junior executives entering the public service;
- provide the necessary training to enable existing staff to deal with present tasks more efficiently;
- provide training in new technology and administration techniques for existing staff.

Individual federal authorities or departments are expected to adapt the concept to their specific needs and provide the methodology to put it into effect. Senior staff are required to pay particular attention to those aspects of training which impinge on the qualifications and selection of staff for promotion.

Turkey, where a national training policy for the public sector has been established. The responsibility for its implementation is vested in individual ministries. Universities are also expected to participate in the programme, which is supplemented by independent institutions, for example, the Middle East Public Administration Institute.

Greece, where training policy is the responsibility of the National Centre for Public Affairs. Founded in 1983, the Centre is divided into two parts, namely the Institute of Continuing Vocational Training and the National School for Public Affairs. Training programmes are set up jointly by individual ministries, public corporations, regional administrations and the IDE. In addition to participating in the training of civil servants in public administration, the IDE is also responsible for the training of civil servants in other sectors.

Iceland, where the Civil Service Training Centre (CSTC) is responsible for devising and implementing training policy for the public service as a whole. The CSTC was established in 1961 and co-operates closely with individual departments in the public sector in designing training programmes which take account of the special needs of staff in those departments.

The responsibilities of the CSTC are broadly described as:

- the design, delivery or procurement of management training courses for the civil service;

- the provision of consultancy services to individual Departments/Offices in all aspects of personnel development, including customer service and forms design; and
- the provision of language training.

The Philippines, where training for labour administration officials is covered by the training policy applicable to the public sector as a whole, and which is determined by the Philippine Civil Service Commission. Specific arrangements for the training of labour administration staff are decided by discussion between the Civil Service Commission and the Institute of Labour and Employment.

Egypt, where national policy for labour administration training is laid down by the High Council of Education and Employment of the Total Labour Force in pursuance of a Presidential Decree issued in 1982.

The Council is supported by two committees:

- (a) the Committee for Planning the Workforce and Vocational Training, presided over by the responsible Minister; and
- (b) the Committee for Planning the Workforce and Administration Training, presided over by the Minister for the Development of Administration. One of the principal tasks of the Committee is to devise a national policy for the planning and development of training for the labour force as a whole, with an additional emphasis on the training of public administration personnel, including labour administration staff.

Ecuador, where a policy for professional training has been introduced through SECAP, founded in accordance with Decree 1207, published in October 1966. The fundamental purpose of SECAP is to provide intensive, short-term training for middle-ranking employees in both industry and the public service sector.

1.3 Although the following countries have developed a training policy for labour administration staff, this is integrated in the training concept applicable to the civil service as a whole.

In Austria, the specific responsibility for the training of labour administration staff is contained in the Labour Market Act (Arbeitsmarktförderungsgesetz (AMFG)) enacted in December 1968. According to the Act, the Federal Ministry for Social Administration is required to supply technical training and further education for labour administration staff.

In addition, the Civil Service Act (Beamten-Dienstrechtsgesetz) of 1979 contains a general requirement concerning the training of federal employees. According to the Act, on-the-job training is meant to be a permanent feature of employment, aimed at extending and increasing the knowledge, experience and skills of staff by means of:

- basic training;
- in-service training;
- training courses for senior and top-level executives.

Basic training is intended to qualify entrants to the civil service to take up a substantive post.

In the Federal Republic of Germany, the Employment Promotion Law (AFG) sets out the labour market policy of the federal Government. The responsibility for the application of the Law is delegated to the Federal Employment Office, an autonomous public corporation, which in 1986 had a staff of some 58,000. The programme for 1988 required that about 40 per cent of the staff should be provided with ongoing training covering such matters as placement service and employment counselling; employment advisory service; career counselling and guidance on matters of social security.

The Federal Employment Office attaches great importance to the intensive and continuous training of its staff. This training is based on the provisions of the Training Law (BBiG) of 1969, the Federal Law covering the employment of civil servants and the legal instruments dealing with the career structure. A number of detailed regulations have been enacted in connection with the training of civil servants in the Federal Republic of Germany.

The federal States (Länder) of the Federal Republic of Germany exercise the main responsibility for labour inspection, and together with "Berufsgenossenschaften" parastatals, formed under the aegis of the social partners, carry out the training of labour inspectors.

In the United States, training policy emanates from Chapter 41 of Title 5, United States Code (USC), which is the basic statute authorising employee training throughout most of the administration. The Government Employees Training Act (GETA), passed in 1958, formally provides government-wide authority for training of federal employees. Executive Order 11348, issued in April 1967, further extends the GETA and provides federal agency heads with additional presidential direction on the manner in which the general statutory authority is to be used. Executive Order 11478 expands this provision by requiring that the staff should be trained to their maximum potential, irrespective of current job requirements. Both the Law and the Executive Orders authorise the Office of Personnel Management (OPM) to issue regulations governing various aspects of training. OPM's regulations are embodied in the Federal Personnel Manual which contains broad policy statements authorising all agencies to provide training for government employees.

The Department of Labor (DOL) has implemented OPM guide-lines through Order 15-74 issued by the Ministry of State in June 1974, which provides the framework for education and career development in the DOL. The Department has its own Training Policy Handbook which details the arrangements for implementing the requirements of the Field Personnel Manual and defines how the Department manages its own training programmes.

In the United Kingdom, the Department of Employment (DE) provides the guide-lines for national training policy for a wide range of target groups, including its own staff. The importance of training is reflected in the Personnel Management Policy for the DE, which states, inter alia, that: "Each part of the DE Group should have the staff with the skills and expertise it needs to provide efficient and effective services to the public and to those responsible for its direction and to respond to the changes in what those services entail".

The Manpower Services Commission (MSC) and the Health and Safety Executive (HSE) are constituent parts of the DE. They enjoy considerable autonomy in their activities and have independent staff training programmes. The HSE, in particular, deals with complex and highly technical problems of employment and these responsibilities are reflected in the specialised training provided for its employees.

1.4 In the fourth group of countries, LAST may not be available at all, or if it is provided it is either organised on an ad hoc basis as required, or integrated with general training arrangements for the public service as a whole.

In Belgium, induction training for new staff has been provided since 1961. Training for existing staff, aimed at developing their professional skills in the interests of career development and improved efficiency, was introduced in 1963.

In Bolivia, the Superior/Higher Institute for the Civil Service is responsible for the training of all public servants. There is no specialised training for members of the labour administration, where employment opportunities are restricted to junior executive posts and labour inspection posts.

In Brazil, the personnel department of the Ministry of Labour exercises sole responsibility for the training of staff. Programme contents and objectives are reformulated annually according to regional demands.

In Czechoslovakia, there is no specifically defined national training policy for the labour administration staff.

In Iceland, the Ministry of Social Affairs, which is responsible for questions related to labour matters, does not provide any special training for labour administration staff.

Mauritius has no formal training policy for labour administration staff. Induction training is provided on an ad hoc basis and senior staff are given the opportunity of attending regional and international courses as and when places are available.

In Portugal, the Ministry of Labour has developed a programme for the in-house training of staff. For organisational reasons, the programme is restricted to main and branch offices of the labour administration.

In Uruguay, the Ministry of Labour and Social Affairs has not been able to establish its own training system. From 1968 through 1973 the Ministry and other government organisations jointly carried out administrative reforms during which civil servants participated in advanced training courses. For the most part this training took place within the individual ministries and organisations.

Peru has no national training or further education policy for labour administration staff. However, in spite of limited funding, sporadic regional seminars are held for labour officials with a view to achieving uniform criteria for the application of labour legislation and labour inspection policy.

The first attempt to improve training for the public service was made in 1963, when the General Directorate for Occupational Training was established. The task of the Directorate was to co-ordinate training arrangements in the public and private sectors and, in so far as was possible, to relate training to the responsibility of the authorities and organisations concerned. In 1985, the Government announced that training should be provided for all professional categories of the Ministry of Labour and Social Affairs to improve the level of professional skills. It is not clear how the announcement has been implemented.

2. The organisation of training

The implementation of training policies requires an organisational framework to regulate and systemise training. The following examples are intended to show how this framework has been established in a number of countries, with particular regard to:

- the relationship of the training unit to the Ministry of Labour (or comparative Ministry);
- the number of staff involved;
- the degree to which the policy has been institutionalised, e.g. whether training activities are a permanent, regular process, or offered on a sporadic, intermittent basis;
- the linkage between training unit(s) and career development;
- the employment of internal training staff;
- the extent to which training staff from other institutions or private organisations are involved in training.

In Australia, the Staff Training and Development (ST&D) Section is responsible for training within the Department of Employment and Industrial Relations. It is an integral part of the Organisation Development Branch located in the Department's central office in Canberra. In addition, each of the seven State (Regional) Offices of the Department has an ST&D subsection within its Management Services Branch. The total number of personnel employed nationally on training exceeds 100. The number of staff employed in the Department of Employment and Industrial Relations through Australia is about 8,300.

In Austria, the responsibility for LAST is vested in a special department within the Federal Ministry for Social Administration. This department co-ordinates all intramural LAST activities and exercises a supervisory function with regard to regional training activities organised by training departments of the regional employment offices.

In Bangladesh, there are four Industrial Relations Institutes located in Dhaka, Chittagong, Khulna and Rajshahi. These Institutes are responsible for LAST, subject to general guidance from the Department of Labour. Each Institute is headed by a Principal with similar status to the Deputy Director of Labour. He is assisted by seven trainer staff (except for Dhaka, which has 16 trainer staff).

In Brazil, the Centre for Basic and Further Training is responsible for training the Labour Ministry's staff. The Centre is part of the personnel department and employs 15 trainers.

In Canada, the Training and Development Sections in the Human Resources Division of the Federal Department of Labour is responsible for the training of departmental employees. The training staff consists of a Head of Section, two officers and a clerk. In addition, outside experts are called upon as required to provide assistance with specialised training.

In the Canadian provinces and territories the Personnel Department of the Provincial Ministry of Labour is usually responsible for training. For example, in British Columbia, the Department of Basic and Further Training in Labour Administration carries out training. The Department is accorded

similar status to a General Directorate. It has no teaching staff of its own, but officials and qualified personnel of the Ministry carry out lecturers' duties. A number of instructors have been trained and provide induction courses.

In Cuba, the Dirección de Capacitación (Office for Basic and Further Training) which is part of the Comité Estatal de Trabajo - CETSS (State Committee for Labour) is responsible for training policy within the labour sector. The Technical Institute "Julian Grimau" which provides training for middle-grade officials and the National School of Studies of Labour, which caters to highly qualified executive staff within the labour administration system, are supervised by CETSS.

In Cyprus, the Cyprus Productivity Centre (CPF) is responsible for training. The Centre is a separate department within the Ministry of Labour and Social Insurance. Its activities include Management Development Training, Vocational Training and Training within the Public Service.

In Egypt, the Centre of Education for Administration and Technology, located in the Ministry of Labour, is in charge of training. It maintains close connections with the Central Office for Organisation and Administration, which is concerned with advanced staff training. The Centre has the status of a General Directorate but does not employ teaching staff directly.

In Finland, each department or office in the Ministry of Labour arranges its own training programme. The training of labour administration staff is carried out at the Labour Institute in Jyväskylä, where a number of full-time staff are engaged in LAST. In addition, about 10 per cent of labour administration staff training is carried out at the Government Training Centre and the Finnish Institute of Management.

In France, basic training is subject to statutory regulations, while the Institut National du Travail, de l'Emploi et de la Formation Professionnelle (INTEFP) is responsible for other forms of staff training, including the important matter of labour inspector training.

The Director of INTEFP is an Inspector General of Labour; he is assisted by two Directors of Studies, each working as Assistant Directors in the labour inspectorate. Further support is provided by a Committee of Studies, chaired by a Conseiller d'Etat (Counsellor of State). The Committee includes representatives from the labour administration system, INTEFP teaching staff and students. Other members of the Committee are nominated by the Ministry of Labour. INTEFP has senior professional staff and is provided with adequate equipment, including audio-visual teaching aids.

In the Federal Republic of Germany, a subdivision of the Federal Labour Office (BA) in Nuremberg is responsible for both induction training for entrants to the labour administration service and for in-service and advanced training. Main employment offices in the Länder (States) include departments which provide both induction and further training. In the regional employment offices, supervisors are in charge of on-the-job training.

Ten administration schools within the Länder, and one technical college in Mannheim are at the disposal of the Federal Labour Office. The technical college provides training for administrative inspectors and for specialist consultants in occupational guidance and career counselling. All these establishments employ their own permanent staff and, in addition, make use of lecturers from other institutions. The "Berufsgenossenschaften" (parastatals) also have their own training facilities and offer a variety of training for labour inspectors.

In Greece, the Training Unit of the Directorate for Organisation and Training in the Ministry of Labour is in charge of staff training. The Training Unit is responsible for the arrangement and implementation of advanced training programmes for ministerial employees and for employers in institutions linked to the Ministry. The Unit also contributes to the provision of advanced training programmes for senior staff from other ministries.

In India, the following organisations provide training for labour administration staff:

- The National Labour Institute, an autonomous organisation under the Ministry of Labour. The Institute has its own facilities and employs 17 faculty members on a permanent basis. Outside lecturers are also used to provide specialised training as and when necessary.
- The Labour Bureau, which is attached to the Ministry of Labour, co-ordinates and supervises training within the Ministry.
- The Central Institute for Research and Training in Employment Services (CIRTES), is a subordinate office of the Ministry of Labour. CIRTES, which plans, organises and conducts training programmes, is staffed by two Assistant Directors (staff training), two Training Officers, one Employment Officer and one Assistant Training Officer.
- The Central Labour Institute in Bombay, and the Regional Labour Institutes in Calcutta, Kanpur and Madras, function under the administrative control of the Director General of Factory and Labour Institutes, and undertake a large number of training, educational and research activities designed to improve safety and health at work.

In Ireland, the Training Unit of the Department of Labour is responsible for training. It is part of the Personnel Unit responsible for staff/career development.

In Kuwait, the Training Unit is a separate section within the Ministry of Labour.

In Mexico, in-house advanced training programmes are offered by the office responsible for co-ordinating politics, research and statistics within the labour sector. The office is responsible to the Ministry of Labour and Social Affairs.

In the Netherlands, the unit responsible for training activities is the training division of the Central Personnel Department (Centrale Afdeling Personeel) (CAP) located in the Ministry of Social Affairs and Employment.

In New Zealand, a section with responsibility for staff training has been established within the Support Services Division of the Department of Labour. It is led by a training manager who is assisted by four training and clerical staff. Trainers employed in Head Office divisions or in districts report directly to line management.

In Norway, the Personnel Training Division in the Directorate of Labour, which is part of the Ministry of Labour and Municipal Affairs, is responsible for staff training.

In Pakistan, a section of the Ministry of Labour nominates employees selected for training at the National Institute of Labour Administration (NILAT). NILAT is a subordinate office of the Ministry of Labour, Manpower

and Overseas Pakistanis. It is staffed by a Principal, two senior instructors and two junior instructors. The Industrial Relations Institute, which is primarily concerned with industrial relations training, has a similar number of staff.

In the Philippines, the Institute of Labor and Manpower Studies is the central training unit of the Ministry of Labor and Employment.

In Portugal, the department responsible for staff organisation and staff administration in the Ministry of Labour and Social Affairs is also responsible for staff training.

In Somalia, the Director-General of Labour and Social Welfare in the Ministry of Labour is responsible for training. He carries out this task with the assistance of the Somalia Institute for Development, Administration and Management.

In Sri Lanka, there is now no separate unit concerned with staff training and responsibility for training activities has been assigned to the Administrative Division of the Department. However, the establishment of a separate training unit within the Administrative Division is under consideration.

In Sweden, the Aske Training Centre Unit which is a constituent part of the National Labour Market Board submits recommendations to the Board for annual training programmes, including recommended budgetary allocations for the implementation of the programmes.

The recommendations are drawn up by a working party which includes representatives of other units and the Board, in particular the Personnel Training Unit which co-ordinates personnel policy and career development for staff employed by the Board, and the Counselling Unit which has the task of counselling staff in regard to staffing policy. All units included in the working party are required to submit documentation in support of their training proposals, and to participate in training programmes.

In Turkey, the Directorate of the Near and Middle-East Training Centre (YODCEM) is responsible for training within the Ministry of Labour and Social Security. Initially, YODCEM, established in 1955 in accordance with an agreement between the Republic of Turkey and the International Labour Organisation to facilitate the implementation of international standards, was an ILO-affiliated institution. In 1960, responsibility for its administration was transferred to the Government of Turkey and it now operates as an integral part of the Ministry of Labour and Social Security.

2.1 In a number of countries, LAST is organised, supervised and managed by institutions and organisations which are neither affiliated to a Ministry of Labour nor controlled by a Ministry of Labour. Examples of such arrangements are given below.

In Algeria, the responsibility for training measures lies jointly with the educational authorities, the Directorate in charge of particular training courses and the instructors providing the training. The Training Directorate initiates training programmes and takes measures to put the programmes into effect. The training itself takes place in any one of the 31 training centres, all of which are provided with the necessary material resources and staffed by some 1,350 instructors; of this number only 20 or so staff at the National Institute for Labour are directly supervised by the Ministry for Occupational Training and Labour.

In Belgium, the General Directorate for Personnel Decisions and Education is in charge of the induction training of candidates at level 1 (university graduates who have passed the civil service entrance examination). A further department, which provides both in-service and advanced training for civil servants, is attached to the Ministry of the Interior and Public Affairs; it functions on an inter-ministerial basis and has a staff of about ten full-time instructors, all of whom are drawn from the General Directorate for Personnel Decisions and Education.

In Bolivia, staff training is the responsibility of the Department of Administrational Analysis which is part of the Dirección Sectorial de Planificación. The Department is specifically required to co-ordinate training measures and provide both technical guidance and effective support for training.

In Czechoslovakia, the Personnel and Cadre Departments of both federal and national ministries are responsible for staff training. There is no special requirement on the Ministry of Labour to provide training for labour administration staff.

In Mauritius, the Ministry of Labour and Industrial Relations does not have a specialised training unit. A senior labour officer is given the responsibility for training the labour inspectorate on a part-time basis.

However, in January 1985, a training unit was introduced in the Establishment Division of the Prime Minister's Office aimed at the improvement of individual and organisational performance. Its declared objectives are to provide training for members of the General Service to co-ordinate and support departmental training and to organise training of trainers' programmes for the civil service as a whole.

In Spain, the General-Directorate for Staff is in charge of the training programme for the public service as a whole. Ministries have their own training arrangements and teaching staff, some of whom are seconded from the General-Directorate. In the Ministry of Labour, one senior executive, one administrator and two assistants are employed on training.

In Switzerland, l'Office Federal de Personnel is responsible for training. It is part of the Ministry of Finance (Departement Federal des Finance) and includes a Personnel Training Section which co-ordinates training within the civil service. Certain external courses and programmes are made available to officials who wish to take advantage of them.

In Uruguay, the General Inspectorate for Labour and Social Security organises both basic and advanced training for labour inspectors employed in connection with safety and health, working conditions and general administration. Future training plans envisage the establishment, within the General Inspectorate for Labour and Social Security, of a Department for Labour Psychology and Training in which industrial doctors, chemists, lawyers, psychologists and sociologists will be employed. It will also provide training for labour administration staff.

In the United States, the Directorate of Personnel Management (DPM), situated in the office of the Assistant Secretary for Administration and Management (OASAM), is responsible for establishing policies and regulations governing training programmes throughout the department, including its quasi-autonomous components. Similarly, the National Capital Service Center (NCSC) - an operational unit within OASAM - plans, directs and co-ordinates administrative and management training programmes.

Seven agencies at the national level (OASAM, BLS, ETA, ESA, MSHA, SOL, OSHA) have their own training facilities. Other agencies, for example, the Bureau of International Labour Affairs and the Women's Bureau, are serviced directly by OSAM's training staff.

In the United Kingdom, the Head of the Personnel Service has the overall responsibility for the Department of Employment training programmes. The training centre for the Manpower Services Commission (MSC), is under the management of the Departmental Training Officer, who has functional responsibility for the provision of staff training within the MSC.

Training for the Health and Safety Executive is the responsibility of Corporate Services (Training), which is part of the Directorate of Corporate Services. The Directorate also includes separate sections responsible for staff and career development (CS Personnel Management and CS Personnel Policy). Training is organised under three general headings: technical and legal training; managerial and workskill training; and general administration and finance.

In Yugoslavia, the Personnel Service within the Federal Secretariat for Legislation and the Organisation of Federal Administration is responsible for LAST. The training unit has four staff.

2.2 In most countries, LAST is offered on an irregular and sometimes intermittent basis; for example, in countries where training is institutionalised and planned according to short or medium-term employment forecasts. Training schedules may also be adjusted in relation to the demands for technical staff as indicated by the pace of economic development.

In Austria, where basic training for all categories of staff (up to service examination) is a permanent feature of labour administration, training workshops and tripartite seminars for junior executive staff are organised on request.

In Canada and its provinces, Colombia, Cuba, Finland, France, Federal Republic of Germany, India, Ireland, Netherlands, New Zealand, Pakistan, Portugal, Somalia, Sri Lanka, Sweden, Switzerland, Turkey, Uruguay, United States and United Kingdom, training is offered on a regular basis. In addition, training may also be made available to meet special needs.

Some countries, for example, Bangladesh, Bolivia, Brazil, Czechoslovakia, Cyprus, Egypt, Greece, Iceland, Kuwait, Mauritius, Mexico, Peru, the Philippines and Spain state that training is organised solely in response to the actual demands for training.

2.3 In a number of countries, training units have a direct linkage to departments or branches responsible for personnel development and career development, for instance, in Australia, where the training section is responsible both for advising staff on career development and the provision of training programmes.

Another example is Kuwait, where the training section of the Organisation and Training Control Service is complemented by the section which is responsible for career development. Both sections collaborate very closely to co-ordinate their activities. In other countries, for example, the Netherlands, the training division liaises with the division responsible for staff career development. Both organisations are responsible to the Central Personnel Department of the Ministry. In some countries the training unit is an integrated component of career development, e.g. in Portugal, the United Kingdom and the United States.

In the following countries there is a direct relationship between training units and departments responsible for career and personnel development: Australia, Canada, Colombia, Cuba, France, Federal Republic of Germany, Ireland, Kuwait, Netherlands, New Zealand, Pakistan, Portugal, Sri Lanka, United Kingdom and United States.

2.4 Although many units responsible for LAST have their own training staff and facilities, they frequently have recourse to external facilities, equipment and trainers, in some cases employing trainers or consultants from the private sector. This is the case for instance in Australia, where the training sections have their own training facilities, equipment and administrative support, but also make use of private consultants, universities, colleges of advanced education, etc.

In the United Kingdom, training sections have their own premises, but also make use of other accommodation. Outside consultants are employed to provide specialised training, e.g. in computer science and information technology. They may also be asked to design and initially run new courses, particularly for middle managers. Internal trainers are expected to run these courses once they have acquired the necessary expertise.

In the United States, outside support for LAST may include training provided by:

- Office of Personnel Management (OPM) which provides training for inter-agency groups;
- General Services Administration;
- US Department of Agriculture Graduate School;
- universities and colleges;
- private consultants providing individual or group training in specialised areas;
- government-sponsored managerial and executive training facilities.

In Sweden, assistance in the preparation and conduct of training courses is obtained from the National Institute for Civil Service Training and Development, private consultants and higher education establishments.

In some cases, other ministries may offer support for LAST when the need arises. For example, in Mexico, training units in the Ministry of Labour are supported by the Ministry for Planning and Budget and by the Ministry of Education. Other educational institutions, such as the Centre of Economic Research and Economic Theory and the National Institute for Civil Service, also contribute to LAST when necessary.

Recourse to outside facilities may be made because of financial, equipment or personnel deficiencies within the labour administration. Frequently it is made because specialised training or actual work experience is required. In a number of European countries foreign language training is regarded as especially important and this is provided by outside agencies.

Amongst countries which regularly use outside training facilities and personnel are the Federal Republic of Germany, Ireland and Brazil. In the latter country, expenditure on external training is met only when training is provided in accordance with the Ministry's established training programme.

In other countries, for instance Greece, the use of external facilities is the only method of providing training, since the training unit has neither trainers nor training premises.

In France, not all training staff are full-time Ministry employees. Teaching staff may be drawn from universities, trade unions, private industry, etc. Trainers from other administrative departments of the Government may also be asked to participate in training programmes. Similar arrangements are also made in: Australia, Bangladesh, Belgium, Brazil, Canada, Cyprus, Egypt, Finland, France, Greece, Federal Republic of Germany, Iceland, Ireland, Kuwait, Mexico, Netherlands, New Zealand, Norway, Philippines, Portugal, Sweden, Switzerland, United Kingdom, United States and Yugoslavia.

3. The beneficiaries of training

This chapter deals with the organisation of training programmes for different categories of staff; selection of trainees; duration of programmes and the optimum number of participants in training programmes. For purposes of comparison, countries have been divided into three groups, i.e.:

- those countries which include almost all categories of staff in training programmes;
- those countries which restrict training to particular target groups;
- those countries which concentrate their training activities on junior staff.

3.1 Countries which offer training to most categories of staff

In Australia, more than 2,000 staff attend internal or departmental training programmes and a further 1,800 attend external courses and conferences annually. The duration of internal training programmes varies from half a day to ten days and usually cater for ten to 15 participants. External courses and conferences take place over one to three days and are attended by two or three staff members. Additionally, the Department selects a limited number of high calibre staff to participate in advanced training courses of longer duration.

In Austria, training programmes are organised for executives and senior professionals, junior professionals and administrative and clerical staff. Advanced training is usually concerned with specialised subjects related to the officials' duties. In addition, management training is provided for senior staff. The selection of candidates for both management and specialised training is carried out by the training department in conjunction with departmental heads and the candidates. Internal training courses usually attract an average attendance of 20.

In Canada, the Federal Department of Labour and Labour Canada, provide training for all categories of staff. A particular activity of Labour Canada is the training of labour affairs officers through the Labour Affairs Officer Training Programme.

In the Province of Alberta, training programmes in the Department of Manpower are organised for all categories of staff. Participants in these programmes are selected jointly by staff and supervisors. Training may be related to the activities of a particular section or department or specifically geared to different levels and categories of staff, i.e. clerical, administrative, professional officers or senior executives.

In the Province of British Columbia, training programmes are organised for different categories of staff, namely: administrative support, supervisory and management. Trainees are selected by branch directors or local supervisors. The average duration of courses is two days. The average number of participants 16.

In Colombia, training programmes are organised for clerical, administrative and professional staff. Trainees are selected following consultation with individual candidates and their immediate supervisors. The average course duration is 40 hours and the average number of participants on each course is 35.

In Belgium, training programmes are organised for all categories of staff. Candidates for training are selected by employing departments. The duration of training programmes depends on the course content and the number of participants varies from 15 to 30.

In Czechoslovakia, training programmes are organised for all categories of staff. Trainees are selected on the basis of recommendation by departmental directors. The duration of training courses varies from one to three weeks.

In Cyprus, training programmes are available for all categories of staff. In addition, special programmes for clerical and administrative staff are organised and implemented by the Cyprus Productivity Centre in co-operation with the Public Administration and Personnel Department. Trainees are selected by heads of departments. The average duration of courses is 30 hours and the average number of participants in the courses is 25.

In Egypt, all categories of staff benefit from training programmes, which are organised centrally on a "needs basis" as determined by heads of departments. Planned training programmes are published in all units of the Ministry for the information of staff. The average duration is 20 hours for refresher courses and 40 hours for other courses. The average number of participants is 20.

In Finland, training programmes are organised for all categories. Training courses for top-level staff are usually held outside the labour administration. Employees wishing to take part in training courses must apply for training; thereafter they are selected according to ministerial procedures. The average course duration is five days and the average number of participants is 25.

France provides training programmes for all categories of staff. The selection of participants is made on the basis of experience and educational attainment. The duration of training programmes varies from one week for in-house courses to 18 months for specialised training. The number of participants in normal courses varies between 15 to 20.

The training of labour inspectors and supervisors is regarded as particularly important. Entry into inspectors' training courses is by competition, with candidates being selected from both internal and external sources. Training is provided on two levels; trainees who have been admitted from within the Ministry are given between eight and nine months' training, while those joining the Ministry for the first time are provided with 18 months' training. In each case, classes are restricted to 20 trainees.

Training courses for labour supervisors in the field services of labour and manpower are decentralised and take place over a five-month period. Training consists of a preliminary course of one month, followed by attachments to an inter-regional training centre and a labour inspection section. Tuition is provided on national economic and social policies and their impact on individual undertakings, and on global approaches to economic problems.

In the Federal Republic of Germany, training is provided for staff at all levels. The selection of junior members of staff for initial training, and of participants in advanced training programmes is made by a special committee consisting of experts drawn from the Federal Labour Office. The selection of junior management staff takes account of psychological and aptitude tests. Advanced training is a prerequisite for promotion. The duration of basic

training, advanced training, and initial training programmes depends on course content and varies between one and three years. The average number of participants is between 20 and 25. Refresher courses, usually extending for about one week, are held for all staff categories.

In India, training programmes are organised for clerical, administrative, junior professional and top-level staff employed in the technical sections of the Factory Inspection System, the trainees being sponsored by both the central and state Governments. The duration of programmes depends on course content and varies from one to six weeks; the number of participants ranges from 18 to 30.

Mexico offers training programmes for all categories of staff. The length of the courses varies between 20 and 50 hours' tuition, depending on the type of training being provided and the level of trainees on the courses.

In the Netherlands, training programmes are organised for all categories of staff. The duration of the training programmes varies according to the target groups and specific objectives; e.g. management training courses cover one year, while refresher courses for all members of staff take place on a continuing basis throughout the year. These latter courses are of short duration, usually one week.

In New Zealand, training courses are organised for all categories of staff. Participants are selected on a basis of their need for training. The duration of courses and the number of participants varies according to training objectives.

In Norway, training programmes are organised for all categories of staff. Since 1970, the Labour Exchange Service has conducted special in-house training programmes. In the latter part of each year, 30 new candidates undergo 18 months of practical and theoretical training before receiving a permanent appointment.

In Somalia, training is provided for new entrants into the labour administration system and also for existing staff, including clerical, administrative and professional employees. Induction courses for new entrants occupy three months. Refresher courses for existing staff are usually of one month's duration.

In Spain, training programmes are organised for all categories of administrative staff, except those with limited contracts. In general terms, all candidates applying for training who have the required qualifications are admitted to training courses. The duration of training programmes varies between five and ten days, depending on the type of training being provided. The average number of participants is 25.

In Sri Lanka, training programmes are organised for all categories of staff. Induction programmes are provided for new employees, and cover about two-and-half months. For in-service and refresher training, attendance at courses is based on seniority and geographical requirements; the duration of the courses is two to five days with approximately 30 officers participating in each course. Selection for managerial training is carried out on a geographical basis and the duration of courses is two to three days; 15 to 20 officers participate in each course.

In Sweden, training programmes have been designed for all categories of staff. From 1986, all management staff have been given regular basic training. Administrative courses and in-service training courses, each lasting one week, are held on a regular basis for office staff. Chief country

employment officers regularly participate in conferences which are held about six times a year. All newly recruited placement officers, employment counsellors and occupational consultants are given training. The number of staff involved each year is between 150 and 200. In-service training may be either compulsory or based on application and selection. Management training is regarded as important and on average 36 managers attend specialised courses each year.

In Switzerland, training programmes are organised for all categories of staff. Training parameters are devised by the Swiss Personnel Office and adapted by the federal authorities and the individual departments to their specific needs. Departmental managers or their equivalent are responsible for the selection of trainees. Training courses held in house last between two to six days.

In Turkey, training programmes are organised for all categories of staff. Participants on these programmes (YODCEM) are selected by the supervisors of their department or section. The duration of programmes is related to course content. The average number of participants on each course is 16.

In the United States, training programmes are organised and grouped by job category. For example, clerical and administrative; junior professional/professional; senior managers and senior executives. Trainees are selected on the basis of the need to develop or upgrade their skills. Most training is optional although some training is mandatory for new supervisors. Training is also mandatory for staff in the mine safety and health division and the occupational safety and health division.

The duration of the average course/seminar is 17 working hours, although this may vary depending on the nature of the training. Courses related to word-processing or the use of computer software may extend from one to 40 hours. External courses for staff at universities range from 40 to 80 classroom hours, depending on the subject-matter. The average number of participants in Department of Labor seminars is 12, although this may vary depending on the nature of the course.

In Yugoslavia, training programmes are available for all staff employed in the federal administration. Trainees are selected by senior officials or by the management bodies of work communities. Programme duration is from seven days to three months.

3.2 Countries which provide training on a selective basis

In Bangladesh, training programmes are organised for administrative, junior and senior professional staff, trainees being selected following nominations from workers' organisations, employers and government departments.

In Brazil, course programmes are devised with the aid of a survey of the training requirements of departments in the Ministry. The duration of the courses varies between 40 and 60 hours, with an average of 30 participants attending each course.

In Cuba, the training of middle-grade staff is carried out in conjunction with the universities, particularly in regard to labour economics, safety and health, labour law and hygiene. Staff spend between two and four years at the university, depending on previous technical experience and the course of study.

Additional training for executive staff and specialists in labour administration is provided by supplementary courses of between one and six months. Participants in these courses are drawn from staff across a broad spectrum of employment, varying from staff with no qualifications to those with a university degree. Candidates for training from the provinces are selected by provincial labour directorates.

In Iceland, clerical training is organised by the Department of Labour training unit. Training for other categories of staff is organised by the Civil Service Training Centre and the Institute of Public Administration. Training institutions in the private sector are also used for specialised training. Trainees are nominated by supervisors. The duration of in-house training courses is one to five days; the average number of participants on each course is 12.

In Peru, training programmes are organised for clerical, professional, technical and executive staff. Specialised training is made available to a small number of specialist personnel. The trainees are selected by the General Directorates, in co-operation with the General Directorate for Vocational Training. In the selection process the specific job requirements and the personal aptitudes of candidates are taken into account. The average duration of normal training programmes is 30 hours and the average number of participants on each course is 35.

In the Philippines, training programmes are organised for all staff. Candidates for training are identified by the agency requesting the training. Courses usually run from three days to one week and each course is attended by 30 to 50 participants.

In Portugal, training programmes are organised for administrative, professional and executive staff. There is no uniform training course for administrative staff and the type of training provided is related to the job profiles of the participants. A standard training programme has been devised for labour inspection staff. Candidates for all training courses are selected on the basis of tests, work evaluation, an interview, and, wherever possible, a psychological test. The average duration of training courses is six months, consisting of three months' theoretical training and three months' on-the-job training. The number of participants never exceeds 20.

In Pakistan, training programmes are organised for administrative and professional staff. Trainee selection is based on professional and academic qualifications and merit. Candidates are recommended by the heads of federal and provincial government departments, by trade unions, and, at the lower levels, by direct supervisors.

The National Institute of Labour Administration Training (NILAT) organises courses of six months' duration leading to a Diploma in Labour Management Relations. The Institute also offers short-term courses. The duration of the diploma programme is 24 weeks, and attracts between 25 and 30 participants for each course. The average duration of the short courses is two weeks which are usually attended by between 30 and 40 participants.

In the United Kingdom, the Department of Employment organises training programmes for clerical and administrative grades. Trainees are nominated by line managers. Course duration is two or three days. The average number of participants ranges from 12 to 15. The Manpower Services Commission provides residential training courses for both corporate and other staff at its training centre at Rammoor Hall. The number of participants on these courses depends on course content.

The Health and Safety Executive organises training on a regular basis for all categories of staff. Trainees are selected in a variety of ways, depending on the nature of the course, the most commonly used procedures being nomination by the organisation, nomination by line managers or self-nomination. The average course duration is about five days with an average of about 16 participants on each course.

In Uruguay, training programmes are organised for labour inspectors and supervisory staff. Basic courses dealing with employment legislation and working conditions occupy 40 working hours and are usually attended by about 25 participants. Courses dealing with special subjects, e.g. social security, health, industrial medicine, occupational psychology and sociology, take place over two to three days and are attended by an average of 13 participants.

3.3 Countries which provide training for clerical and junior staff

In Algeria, the Training Centres for Administration offer both training courses for general administration and special courses for employees entrusted with the implementation of labour legislation. Participants are selected by means of an entrance examination which may be varied to reflect the training being provided. The duration of training courses is two years. In an average year, more than 100 participants take part in the labour inspection training programme.

In Bolivia, training programmes are organised for clerical and administrative staff. Candidates are selected according to their employment, with employees who have not participated in a training course being given priority. The average course duration is four weeks. The average number of participants 20.

In Kuwait, Labour Department training programmes are mainly directed towards clerical employees, middle-level administrative employees and labour inspectors. Trainees are selected on the basis of training needs, with about 20 employees participating in each course.

In Mauritius, training is provided on a roster basis for labour inspectors and trainee labour inspectors. The training unit in the Establishment Division of the Prime Minister's Office provides training for office attendants, clerical, secretarial and administrative staff.

4. The role and function of trainers

This chapter examines the selection process for trainers, including their qualifications and career prospects within the labour administration system. An analysis of this process indicates that countries adopt one of three broadly different methods in selecting trainers.

- In a number of countries, trainers have identical or higher status in comparison with their colleagues; this advantage also applies to their career prospects. Labour administrations in these countries offer job mobility and employment flexibility to training staff and define very clearly how trainers are selected, including their qualifications for appointment.
- In another group of countries, training staff do not enjoy equal status to comparable staff, the selection criteria for trainees is not clearly defined and their job profile is not specified.
- In a third group of countries, if a training unit exists at all, training staff appear to be appointed ad hoc. They do not seem to have a permanent training function and it is not, therefore, possible to make a comparative ranking of their status, vis-à-vis their colleagues elsewhere in the civil service. A significant feature of the training arrangements in some of these countries is the extensive recourse to external training facilities.

4.1 Systems with a clearly defined trainer status and a wide range of career prospects for trainers

In Australia, trainers are selected mainly on the basis of aptitude, experience, skills and motivation. Staff enter the training field early in their careers, and progress via experience and personal development to senior positions.

In recent years the status and importance of the training function has been enhanced and upgraded and the career prospects of training staff are comparable to those elsewhere in the Department of Labour, although career development for trainers may sometimes be slower than in the other departments, as in-depth experience in a broad range of activities is a prerequisite for appointment to senior training positions.

In Bangladesh, trainers are selected on the basis of tests and interviews and by the transfer of officers of corresponding rank and status from the Department of Labour. The qualification for trainers is a postgraduate degree in a social science. They are regarded as both professional labour administrators and professional trainers. The principals of the training institutions may expect promotion to Joint Directors of Labour, the trainers and lecturers at the institutions may expect promotion to Deputy Directors of Labour.

In Ecuador, trainers are selected on the basis of education, experience, psychological tests, interviews and successfully completing a trainer's course. During his employment, a trainer is given the opportunity of improving his status and his specialised knowledge by utilising foreign grants and by intramural refresher courses.

In France, trainers are selected by teaching experts according to established criteria. In the Institut National du Travail, de l'Emploi et de

la Formation Professionnelle, training staff may be employed on fixed-term contracts which prevent their integration with permanent employees of the Institute.

In the Federal Republic of Germany, all training vacancies are advertised. The selection of applicants is subject to established criteria including aptitude, competence, ability and technical performance. Great importance is attached to an applicant's personal and technical qualities as a trainer.

There are also "training for trainers" courses. Participants in these programmes have usually passed the examination which is a prerequisite for appointment to higher, non-technical posts in the Federal Labour Office. Thus, they have both a technical qualification and a recognised certificate of administrative competence. The prospects of promotion for trainer staff are no different to the career prospects of other staff and they are free to return to technical work at any time.

In the Philippines, there are normally two types of trainers: technical specialists and training specialists. In most cases technical specialists are appointed from the technical staff of the labor ministry, or because they are acknowledged labour experts. Training specialists in the Institute of Labour and Manpower Studies have a background in education or social or behavioural sciences, having been initially appointed on the basis of their educational qualifications and experience of human resources development or its related fields.

Technical specialists generally pursue lifetime careers in labour administration, while training specialists tend to gravitate to specific areas, for example, employment, labour relations or international labour affairs, or move to the private sector to work as personnel/industrial relations managers.

In Sri Lanka, trainers are selected from senior managers in the Department of Labour or from institutions such as the National Institute of Business Management and the Sri Lanka Institute of Development Administration. Qualifications required for appointment as a trainer are either a Bachelor's degree or special knowledge of relevant subjects. In the main, trainers are professional labour administrators.

In Sweden, trainers are selected on a basis of qualifications, interviews, references, working experience and teaching ability. Training supervisors are selected on a similar basis and are usually chosen from amongst existing staff. Experience as a professional labour administrator and trainer are regarded as valuable qualifications for career advancement since training duties provide both administrative practice and a broad view of labour activities.

In the United States, training experts are sometimes employed from outside the Department of Labor through a competitive system whereby a Request For Proposal (RFP) is advertised outlining the requirements and guide-lines that applicants must follow.

Internal Employee Development Specialists are chosen on the basis of their ability to develop and conduct training seminars. Internal trainer qualifications conform to standardised United States Government employee requirements. Candidates must either have completed a four-year course in an accredited college or university leading to a Bachelor's degree or have three years' relevant work experience. An additional requirement is a working knowledge of employee development. Instructors are expected to be able to

apply concepts and methodologies relevant to contemporary office practices and demonstrate an ability to adjust to learning principles, business education techniques and curriculum design.

Instructors who are Employee Development Specialists or subject-matter experts are considered to be professional trainers within the personnel management and industrial relations group. This group includes a number of career positions specialising in personnel management, employee and labour relations, etc. Instructors compete for these positions on the same basis as other staff.

In Yugoslavia, trainers are selected from the most capable personnel in the organisation. They must possess a university degree, and preferably a postgraduate degree (master's or doctoral thesis). The training staff includes officers from the administration and professional trainers. Officials selected for training appointments are considered to have enhanced career prospects in labour administration.

4.2 Systems with less clearly defined status and selection criteria for training staff

In Algeria, training staff includes professional trainers/instructors with experience in labour administration, lecturers from universities and labour researchers. Training staff have the same status and career prospects as staff in public administration.

In Canada, the trainers who provide training for Labour Affairs Officers are usually Senior Labour Affairs Officers, some of whom may have been trained as trainers. Their career prospects are no different from their colleagues in other departments.

In the Province of Alberta, labour trainers are selected by open competition. Candidates must have an appropriate degree and experience of staff development training. In the Department of Manpower, trainers are selected on the basis of professional qualifications and experience. Career prospects for trainers are good and there is considerable job mobility between the public service and colleges and universities.

In Colombia, trainers are selected on the basis of established criteria. Although the Ministry has no training staff of its own the career prospects for trainers are good, since training posts are aligned to those held by civil servants within the Ministry and training experience is regarded as valuable. Trainers are public employees who are chosen according to experience, ability to communicate, education and previous employment.

In Cuba, trainers are selected by means of assessment by the personnel department and labour centres. Trainers must have a relevant university degree. The trainers are regarded as professional staff and regularly take part in training measures both in Cuba and overseas.

In Cyprus, trainers have professional status. Labour administrators are invited as guest speakers at labour administration training programmes.

In Egypt, trainers are selected from the administrative and professional staff in the Ministry on the basis of technical and administrative competence and experience. Career prospects of trainer staff depend on their employment history and work reports and recommendations from the head of the training unit.

In Greece, trainers are usually selected from the senior professional administrative staff of the Ministry of Labour. A relatively small number of specialists are appointed from external organisations.

In India, the Central and Regional Labour Institutes have a permanent staff cadre. Instructors on specialised subjects are drawn from the private sector or from Factory Inspectorates.

At the Central Institute for Research and Training in Employment Services, appointees to training posts usually have a postgraduate qualification in addition to five to eight years' experience of teaching training, or employment service operations.

At the National Labour Institute, New Delhi, trainers are selected on the basis of academic and professional standing and experience. The qualifications for appointment as an Associate Fellow is a minimum of a second-class degree backed by relevant experience. For Fellows and Senior Fellows the requirement includes a Ph.D degree and minimum postgraduate work experience of at least five years. Trainers and faculty members are regarded as being both academicians and labour administrators.

In Kuwait, the unit responsible for training has no trainers of its own. Training is carried out by specialised bodies with whom the training unit maintains contact and who provide all lecturers for training courses.

In the Netherlands, trainers are selected on the basis of their professional skills and qualifications which may range from a vocational diploma to a university degree. Trainers are concerned with administration, management and the determination and implementation of training policy. As such they are regarded as both professional labour administrators and professional trainers. In these terms their general career prospects are at least equal to comparable staff in other departments.

In New Zealand, trainers are selected on merit, experience, personal attributes and educational qualifications. They are regarded as professional trainers whose careers will be in the specialised areas of labour and employment, or in management.

In Peru, trainers are selected in conjunction with the General Directorate responsible for training. They may be recruited from the civil service or from the private sector. Following their appointment, their career prospects in labour administration are similar to other public employees on similar grades.

In Spain, trainers are selected according to their specialisation within the labour administration, for example, factory inspection, labour economics or social security. They enjoy career prospects similar to colleagues in other departments of the public service.

In the United Kingdom, trainers for the headquarters staff of the Department of Employment are selected from applicants in the junior and middle-management grades. No specific qualifications are required, but a high degree of interpersonal skills, together with some management experience is expected. After three to four years' employment as teachers they return to mainstream management and administrative posts in the Department.

Trainers for the Health and Safety Executive are selected by line management in consultation with the personnel department. Although applicants for training posts take an internal examination, no formal qualifications are required, apart from the general requirements covering entry to the civil

service. The general career prospects for training staff are equal to those enjoyed by other professional labour administrators.

4.3 Countries with unspecified trainer profiles or selection criteria

In Belgium, trainers are members of the Direction Générale de la Sélection et de la Formation. They are usually selected by the head of the authority on the basis of training needs. Career prospects for trainers are determined by the general regulations for civil servants.

In Bolivia, trainers are selected on the basis of their aptitude, skills and experience as related to planned training programmes. Trainers are usually public employees in the labour administration, although trainers with particular expertise may be recruited to provide training in specialised areas.

In Brazil, trainers may be either employees of the Ministry of Labour or other government departments or employees of private organisations. They are selected on the basis of technical ability and previous experience.

In Czechoslovakia, trainers are selected on the basis of a recommendation from their departmental directors.

In Finland, trainers are labour administration officials selected on the basis of the work they perform.

In Ireland, the training officer in the Department of Labour is selected from the Higher Executive Officer grade within the Department.

In Mauritius, trainers/instructors are senior labour officers whose career prospects are identical to their colleagues.

In Norway, staff are regarded as employees of the labour administration with normal career prospects.

In Pakistan, the selection of trainers is based on their merit and their educational and professional background. Generally a Master's degree in one of the social sciences, preferably economics, is considered to be the basic educational requirement for appointment.

In Mexico, trainers are usually heads of departments, heads of agencies or senior executives normally employed in the labour administration system. They are given teaching instruction in teaching methodology to help them implement training measures. The office responsible for co-ordination (Unidad Coordinadora) also has access to lecturers able to carry out training.

In Portugal, trainers do not hold established posts within the civil service. Instead they are recruited ad hoc to carry out individual training programmes. The selection is based on the candidate's occupational career and on interviews to assess his teaching abilities. The Ministry tends to rely either on its own personnel to carry out internal teaching, or on experts from national or international labour administration institutions.

In Somalia, trainers are selected from professional labour administrators, or staff from other units who have long experience of labour matters.

In Switzerland, trainers and instructors are selected from outside the administration who are engaged on a part-time basis. They may be executives from private industry, university staff or professional trainer instructors from institutions in the private sector.

In Turkey, trainers are selected from qualified candidates; they are employed for specific programmes on a contract basis. Instructors are both professional labour administrators and professional trainers.

In Uruguay, a labour inspector and an administrative inspector are presently entrusted with training. In addition, other inspectors may be appointed ad hoc to assist with training.

5. Training typology

This chapter deals with the type of training organised for professional categories of labour administrators by the training units described in Chapter 2. A systematic approach to training objectives within a labour administration system must take account of the various categories of training activities which are carried out. It should also be noted that different objectives may be pursued within each of these activities. The following categories have been identified on a target group basis.

- pre-service training)
) pre-service training
- orientation training)
- initial training)
) induction training
- on-the-job training)
- advanced training)
) advanced training
- specialist training)
- refresher training)
) advancement training
- managerial training)

These different types of training are both complementary and interdependent, although individual countries may regard a particular training activity as being more important than others and may even pursue that activity exclusively. In other countries, training programmes include elements of pre-service, induction, advanced and advancement training.

In Australia, where training is organised in each category, although very little pre-service training is directly supported by the Department of Labour, cadetships are occasionally available from the Department.

In Belgium, induction, in-service, advanced, refresher, specialist, managerial and training of trainers' programmes are used. There is also provision for language courses, apprenticeship training, advanced training in information technology instructor training and training in certification methodology.

In Canada, there is provision for induction training, in-service training, orientation training, management training and career-related training, either directly or through the Public Service Commission.

In the Province of Alberta, the Department of Labour organises induction, in-service, advanced, specialist and managerial training for professional categories of labour administrators. In the Department of Manpower, the training unit offers induction, in-service, advanced and refresher training. Specialised courses in electronic data processing, creative thinking for senior executives, career counselling techniques, managerial techniques, training of trainers and adult education are also available.

In Colombia, induction, in-service, advanced, and specialist training is organised.

In Egypt, all types of training, with the exception of pre-service training, is made available.

In Finland, induction, in-service, advanced and managerial training is provided. In addition, training of trainers' courses are available.

In the Federal Republic of Germany, all types of training are organised for the professional categories of staff engaged in labour administration (BA). The most important programmes are concerned with induction training for newly engaged staff; advanced training for staff in post; training of trainees; preparation courses for departmental examinations; training of candidates for posts as administrative inspectors; advanced training for promotional purposes; and training of trainers. For middle-grade staff, induction training is given for junior management posts. The BA offers an extensive range of programmes to improve efficiency. Priority is given to data and information processing, technical training, communication techniques and staff management.

In Greece, pre-service, induction, in-service, advanced, refresher and specialist training is organised.

In India, all types of training are organised.

In Mexico, all types of training are organised for professional categories of labour administration staff.

In the Netherlands, all types of training, with the exception of pre-service training, are organised for professional labour administrators employed in the Ministry of Social Affairs and Employment.

In New Zealand, training provisions include induction training, technical and specialist training, supervisory training, management and development training and the training of trainers.

In Norway, extensive in-house training is available for all categories of staff, both through the Central Training School and under the direction of regional training supervisors. Training of trainers' courses are also held.

In the Philippines, training programmes are organised for middle grade and senior staff and for technical staff. Programmes include: induction and orientation seminars, in-service courses, specialist training for conciliators, arbitrators, mediators, programmers, employment officers, labour standards officers, welfare officers and training of trainers.

In Portugal, training is organised for all professional categories of staff.

In Sri Lanka, training provisions include pre-service, induction, in-service, refresher and managerial training.

In Sweden, training provisions include apprenticeship, induction, in-service, advanced, refresher, specialist and managerial training and the training of trainers.

In Turkey, the training unit in the Ministry of Labour and Social Security organises in-service, advanced, refresher, managerial and technical training programmes.

In Uruguay, training provisions cover induction, advanced, specialist training and training of trainers.

In the United States, training provisions include induction training for new employees, in-service training on an agency-specific basis and advanced training. In some agencies refresher training, specialised training, managerial training and the training of trainers is made available.

Part of this training is provided by decentralised agencies and regional units. There is also a personnel training centre for specialists, a training institute for staff employed in connection with mine safety and health, and a training institute offering extensive courses on occupational safety and health programmes, inspection procedures and general refresher training.

In the United Kingdom, the Manpower Services Commission has introduced a modular system for the training of trainers. The Department of Employment organises induction, supervisor, managerial and self-development training. The Health and Safety Branch organises induction, in-service, advanced, refresher, managerial and specialist training (particularly relating to health and safety) and the training of trainers.

In France, all categories of labour administration staff benefit from training programmes. Special emphasis is placed on initial training for new employees, in-service training and training in information technology.

In Cuba, training for middle-level employees begins with pre-service training and continues throughout their careers. Training for senior and executive staff and experts in labour administration is made available, including two advanced training (refresher) seminars. Course content includes new developments in research and technology and recently enacted labour legislation.

In Cyprus, induction, in-service, advanced, and managerial courses are organised for labour administration staff.

In Switzerland, the Federal Personnel Office offers a variety of courses for professional staff of the Federal Administration. However, applicants for training must have completed a period of vocational training either as an apprentice or in technical studies, or be in possession of a university degree. No basic training is provided for public officers.

In Algeria, advanced and refresher courses are organised for professional staff employed in the labour administration system. Increasingly these courses are conducted by specialised institutions, for example, the National Institute of Hygiene and Security which provides training in labour hygiene and labour security, and the National Institute of Training which provides training on matters relating to employees' remuneration.

In Austria, training is provided for all staff on engagement or when changing employment. The duration of training programmes depends on job categorisation. Training courses cover basic induction, supervised practice, group training in special labour offices, specialised courses, e.g. electronic data processing and communication training and preparation courses for examinations.

In Bangladesh, both induction and in-service training courses are provided.

In Bolivia, in-service training courses and other types of training courses are available; they are principally concerned with administration training.

- In Czechoslovakia, the only training provided on a regular basis is for newly engaged employees. Other categories may be given training on an ad hoc basis in the context of staffing plans covering from three to five years.

In Ireland, the training unit organises induction and refresher training for clerical and junior executive staff only. Administrative staff above junior executive level attend training courses organised by the Civil Service Training Centre. The training unit also uses outside training facilities and consultants for specialised programmes.

In Kuwait, the training section of the Ministry does not organise training courses for senior labour administrators. It does, however, make arrangements between the Ministry and other bodies, including the Arab Planning Institute of the University of Kuwait for the participation of departmental directors in training programmes organised by these bodies.

In Peru, in-service, advanced and refresher training is available.

In Pakistan, all types of training, with the exception of pre-service and induction training are organised for professional staff of the labour administration.

In Somalia, pre-service, induction, in-service and refresher training courses are held.

In Spain, advanced training is organised for labour administration staff.

In Yugoslavia, in-service training, refresher courses, and apprenticeship training is organised for labour administration staff.

6. Training methodology

Training methodology can be as varied as course content and an illustration of some of the choices available can be found in an undated brochure issued by the International Centre for Advanced Technical and Vocational Training (Turin Centre). Some aspects of the methodologies described in the Turin Centre brochure are present, in varying degree, in the training systems used by the countries mentioned in this publication.

To be successful, training methodology must take account of the culture and traditions of the target group and the object to be achieved by the training. A decision must also be taken as to whether the Ministry or Department should develop its own curricula and training material, or seek advice and assistance from outside consultants. It may be that an amalgam of methodologies is considered to be most suitable. Some of these questions are addressed in this chapter.

In general terms, training methodology takes one of the following forms:

- sessions generally conducted with the full class present, i.e. lectures, discussions, seminars, conferences, film presentations, video-tape presentations, sound-recording presentations and demonstrations;
- sessions conducted in small groups, i.e. case studies, problem studies, example studies, exercises, role-playing, interaction analysis, micro-teaching, simulation, case writing, problem comparisons, survey and incident analysis;
- sessions where the work is done by individuals, i.e. modular study, programmed study, library search, preparation of subject or country reports.

Evaluation is a particularly important aspect of training methodology. It assesses the extent to which training objectives are achieved, provides a feedback mechanism for trainers, planners and trainees, measures attainment before embarking on further training, contributes to the translation of theoretical knowledge into practicalities and helps to determine the value of the training which has been provided.

The following information, supplied in response to the ILO questionnaire, indicates, first, those countries in which training units have developed their own methodology, secondly, those countries which have not developed a training methodology within the labour administration system, and which rely on outside institutions, including parastatals or private organisations, to design training methodologies for the training of labour administration staff.

6.1 Countries which have developed their own training methodology

In Algeria, training programmes are devised by the training unit which implements them. Each programme combines theoretical and practical training covering a specific subject in a particular sector. A final report is written following the completion of practical training carried out within a department of the labour administration. An inter-ministerial commission has the task of periodically following up the quantity and quality of training.

In Austria, curricula and training material for basic training are compiled by trainers under the guidance of the central training department. A balance is sought between background papers, discussions, model cases, group

work, the use of audio-visual teaching material and interchange of ideas between trainers and trainees. Other training techniques included in the methodology are situational role-playing with video feedback, analysis of behavioural attitudes in conversations, customer service, advisory consultation, and management teaching, depending on the group being trained.

In Australia, the staff training and development unit develops its own programmes and courses. In addition, training programmes devised by external organisations or consultants are also used. The training methodology depends on the target group and other factors, including cost-effectiveness and time availability. The methodology varies from formal classroom courses to case work, role-plays and structured on-the-job experience.

In Bangladesh, the training unit develops its own curricula. Lectures and discussions, case studies, role-plays, debates, group discussion, film and scripts are major parts of the training methodology.

In Belgium, the training unit develops its own training programmes and teaching materials including an introduction to programmed instruction, the use of teaching manuals and teaching materials, close-circuit television and documentation, etc.

In Brazil, training material is organised by the individual trainer in accordance with instructions issued by the Centre for Training and Further Training of the Labour Ministry. Training methodology depends on the trainer and the particular programme on which he is engaged.

In Canada, the Federal Department of Labour in-house training material is based on modular structures, including on-the-job training.

In the Province of Alberta, the Department of Labour in-house staff development programmes include: employee orientation, employee relations, interpersonal communications, job description writing, the management of conflict, motivation, work design, performance appraisal, performance planning, presentation skills, problem-solving, decision-making, selection and recruitment and interviewing techniques. The Department of Manpower internal training unit develops its own curricula. The methodology used varies and may include lectures, "hands-on" experience, multi-media teaching, discussion and classroom exercises.

In British Columbia, training materials are developed by the training unit within the Department of Labour.

In the North-West Territories, training materials and methodologies are devised and implemented by outside consultants.

In Colombia, training material is compiled by the training division. Training methodology includes lectures, seminars, discussion groups and practical on-the-job training. The training stresses the importance of maintaining a balance between theoretical training, case studies and the simulation of actual situations. At the end of each training programme, trainees are rated on the basis of examinations.

In Cyprus, the training unit develops its own curricula in close consultation with the Departments of the Ministry of Labour and Social Insurance. Where recourse is made to outside trainers the subjects and objectives are clearly specified. The training methodology used by both internal and external trainers includes lectures, discussions and case studies.

In Egypt, the training unit develops its own programmes and teaching material.

In Finland, training arrangements include provision for annual training programmes and for medium-term training programmes covering several years. Separate curricula, devised for different occupational groups, include theoretical instruction and on-the-job training.

In France, the Institut National du Travail, de l'Emploi et de la Formation Professionnelle develops and implements its own programmes and training material.

In the Federal Republic of Germany, curricula and training materials are developed within the Federal Labour Office in accordance with official guide-lines. Advanced training is carried out in the context of plans elaborated at field offices. Training programmes for the Federal Labour Office are characterised by a wide variety in methodologies which include provision for education, consultation, group work, role-plays, lectures, correspondence courses, etc.

In Greece, the Department of Training develops its own programmes. The programmes are divided into theoretical and practical phases. Practical training includes temporary placement in the regional services of the Ministry (e.g. labour inspection).

In India, the training units develop their own curricula and training materials. The methodology consists of lectures, audio-visuals, films, case studies, discussions, role-plays and on-the-job experience.

In Kuwait, the training unit develops its own curricula. When training involves co-operation with other bodies, the curricula are modified accordingly. Methodology includes lectures, discussions and practical training.

In Mauritius, the training unit develops its own curricula/training material, which emphasises group discussion on the application and interpretation of labour legislation. Extensive use is made of case studies relating to actual work situations and of cases which have been taken before the Industrial Court or Supreme Court.

In Mexico, the department responsible for training in labour administration (Servicio de formación en Administración) develops its own training material, e.g. manuals, technical books and other material setting out training aims, teaching and assessment methods. A bibliography on training and training texts is maintained. Teaching methodology includes lectures, background papers, group work, role-plays, etc.

In the Netherlands, the training division helps to organise a number of open access courses, including courses on management training for senior staff, courses on management and organisation, tripartism and other forms of co-operation, conduct of meetings and strategies for the resolution of disputes.

In Pakistan, the National Institute of Labour Administration Training develops its own training schedules, training material and curricula. Training methodology includes classroom lectures, research studies, role-plays and case studies, etc.

In Peru, training methodology consists of induction training, seminars, regular on-the-job training sessions, combined with lectures and formal courses.

In the Philippines, the Institute of Labor and Manpower Studies has developed its own curricula and training materials. Training methodology includes job-related exercises, role-plays, case studies and analyses, etc. Active participation of trainees in group behaviour training is encouraged. Since April 1985 the Institute has used a training methodology which combines case analysis and role-plays, supplemented by video-tape recordings.

In Somalia, the training unit develops its own curricula/training material.

In Spain, script teaching material for training programmes is supplemented by lectures and is also used as a basis for conferences.

In Sri Lanka, the training unit is expected to develop its own curricula/training material. The training methodology consists mainly of lectures, workshops, discussions and field studies supported by audio-visual aids.

In Sweden, training curricula and training material, including detailed syllabi, objectives and methodological proposals, is provided by the training unit.

In Switzerland, the training service draws up training programmes and determines the contents, objectives and methodology to be used in the programme.

In the United Kingdom, detailed training guide-lines have been drawn up by the Department of Employment Headquarters Staff Training Unit. The guide-lines provide for induction courses, foundation courses, an assortment of modules, self-learning packages, workshops, specialised extra course training and training for career development. All categories of staff are covered by these arrangements. The guide-lines should stipulate the length of the course, teaching locations, target groups, objectives, pre-course preparation, course content, course method and follow-up arrangements.

Training curricula for the Health and Safety Executive are developed by the training unit in consultation with the other divisions of the Executive. Various kinds of training methodology are employed, including lectures, demonstrations, practical exercises, syndicate sessions, training films and videos, self-instruction and distance learning.

In Yugoslavia, training course curricula are prepared by the training unit for the approval of the federal secretary (Minister).

6.2 Countries which have not developed LAST methodology

In Czechoslovakia, the training unit does not develop its own curricula/training material.

In Cuba, teaching programmes and the accompanying texts are devised by the Ministry of Education. Programmes and texts for the teaching of technical subjects are drawn up by consultant technical staff of the Dirección de Capacitación, a constituent body of the State Committee for Labour and Social Affairs. Training curricula require that certain subjects, e.g. mathematics,

physics, chemistry, statistics and Spanish must be included in basic training programmes.

In Ireland, the training unit does not develop its own training material but has access to training material and methodology devised by the Civil Service Training Centre.

In New Zealand, the training department uses management skill packages obtained through the State Services Commission and a private consultant. A number of suitable training modules have been obtained and are made available to section officers and staff trainers for their use. Some other products for use in specialised areas, e.g. the training of factory inspectors/employment officers, etc., are developed by the training department. Training modules in current use provide for video-assisted instruction and programmed learning techniques.

In Portugal, the training unit does not produce its own training material due to a lack of personnel and equipment. In part, training programmes are devised from publications and, in co-operation with the Department for Personnel Organisation and Administration, made available to interested officials and trainers. Methodologies differ according to the training activity being pursued. Various methods are used, e.g. specific technical training, examination of existing procedures and on-the-job training, etc.

In Turkey, professional administrators determine the framework and basic principles of training programmes which are implemented by the institutions providing the training. Programmes are given as lectures with audio-visual devices being utilised to the fullest extent possible.

In the United States, training materials are developed both in-house and by private consultants, particularly for generic professional courses. Guide-lines on training programmes and methodology are issued whenever a request is made for proposals that curricula/materials should be developed under contract. Training curricula and materials in use are reviewed by the staff in the Office of Employment and Training.

The teaching methodologies which have been adopted include classroom training, role-play, lectures and on-the-job training. Individualised computer-assisted training, in the form of on-line tutorials, is frequently used for subjects related to automated data-processing information systems.

7. International co-operation

This chapter is principally concerned with the access of labour administrators to forms of international training. The first part of the chapter mentions those countries where some measure of international training is available to labour administration staff. The second part lists those countries where international training is not available to a significant degree or where it is excluded from the training policy completely. International training is defined as training provided by international organisations, or training made available as a result of either a bilateral or multilateral agreement.

7.1 Countries where some measure of international training is available

In Algeria, labour administrators participate in training organised by the ILO.

In Australia, labour administration staff may apply to work for periods of one to two years with labour administration systems in the United States, Canada, United Kingdom, New Zealand or with the OECD or the ILO. The Department supports these attachments by paying salaries, allowances, travel and removal costs and, where necessary, supplements to living expenses.

Applications from staff for overseas attachments are referred to the Staff Training and Development Section, which is responsible for co-ordinating recommendations for attachments for consideration and final decision at the most senior levels of the Department of Labour.

In Bangladesh, trainer training courses are provided on a bilateral basis by the United Kingdom, the United States, Japan, Italy, Australia, Switzerland, the Philippines, Thailand, India and Pakistan. Labour administration courses, including courses on industrial relations, personnel management, training methodology, labour statistics, etc., are regularly made available both by international agencies and by foreign governments. Offers of overseas training are directed to the Ministry of Labour which assesses the offers and, where they are to be taken up, selects participants.

In Bolivia, the Labour Ministry encourages staff participation in training opportunities offered and financed by international organisations, especially PREALC, ILO and UNO. The selection of candidates for this training is made by the Ministry.

In Cyprus, labour administrators are provided with international training opportunities through bilateral assistance from other governments or from international organisations. The Ministry plays an important role in the selection of both courses and trainees.

In Egypt, staff in the labour administration system benefits from scholarships and training which are provided by the ILO and the African Labour Organisation. Participants in both scholarship training and other training opportunities are selected by the Training Directorate on the basis of their qualifications and ability to benefit from the training.

In Finland, some 30 to 50 labour administration officials have an opportunity each year to take part in international training arrangements, principally in other Nordic countries. The cost of the training is met by the Finnish Government. All members of staff are free to apply for the training, the final selection of participants being made by the Labour Ministry.

In Norway, the Personnel Training Division co-operates in the organisation of an international seminar for officials from each of the Nordic countries. Twenty officials from each country participate in the seminar, which is financed by the Nordic Council of Ministers.

In Sweden, international training opportunities for labour administration officials include the annual Nordic seminar; an exchange programme for labour officials between Nordic countries, and overseas training courses on specialised subjects.

In France, the Institut National du Travail, de l'Emploi et de la Formation Professionnelle organises overseas study courses for senior officials of the Ministry of Social Affairs and Employment. It also organises training courses on labour matters within France for officials from other countries, particularly from Francophone countries.

In Greece, labour administration staff have access to international training programmes both in Europe and the United States. This training is financed from both national sources and by international organisations, including the EEC, the UN and its agencies, ILO, UNIDO, etc. International training opportunities are channelled through the Ministry of Labour which is also responsible for the selection of candidates for training.

In India, labour administration staff have access to international training through a number of organisations, including the Special Commonwealth Asian Assistance Programme, the Colombo Plan and the International Technical and Economic Co-operation Programmes. Training at ARPLA organised by the ILO is regarded as a particularly important feature of international training.

In Ireland, the Civil Service Training Centre notifies the Department of Labour of any international seminars which could be of benefit to labour administration staff. These seminars are attended by senior management staff whose expenses, etc., are met from public funds.

In Kuwait, labour administrators are provided with overseas training, when the type of training being provided is not available locally. In such cases, professional staff participate in training courses and fellowships in both Arabic-speaking countries and elsewhere. Training is arranged directly with the organisations concerned, i.e. labour organisations, the Turin Centre for Vocational Training and the International Institute for Labour Studies in Geneva. Additional overseas training, financed from public funds, is also made available.

In Mauritius, officers of the Labour Inspectorate and the Factory Inspectorate are provided with overseas training opportunities for labour inspectorate staff; the training includes preparatory courses, refresher courses and industrial relations courses. For Factory Inspectorate staff, training includes safety and health sessions, accident prevention, use of pesticides, workers' compensation and factory inspection.

International training is provided either in the form of bilateral assistance from a number of donor countries, in particular the United Kingdom, France and Australia, or from international organisations, principally the UN and ILO. Candidates for international training are selected by the Permanent Secretary in consultation with departmental heads.

In Mexico, labour administration staff participate in international training arrangements as and when opportunities occur. These arrangements may be financed by the State in cases of specialised training; by international organisations, e.g. UN and ILO, or by foreign governments on a bilateral basis.

In New Zealand, exchange schemes for labour administration staff are operated between the Governments of the United Kingdom and Australia and the New Zealand Department of Labour. These exchanges, which take place at the middle-management level, are designed to encourage personal development in identified fields of expertise such as safety and health, employment markets or industrial relations.

In Peru, international training opportunities are mainly available through the Inter-American Centre of Labour Administration (CIAT), Lima. The Centre is a technical project of the ILO and the development programme of the UN (Programa de Naciones Unidas para el Desarrollo, PNUD).

CIAT, which encourages a global and systematic concept of labour administration, has contributed to training measures by compiling training material and bibliographies. The parameters of technical training have been widened by the introduction into training programmes of legal and political issues.

In the Philippines, labour administrators have access to international training through the MOLE-UNDP Programme and the National Economic Development Authority. The Authority is the general government agency responsible for co-ordinating foreign-assisted training. In addition, administrative training is made available from certain countries on a bilateral basis, and through multinational agencies, e.g. UN and ILO. In general terms the sponsoring agency is responsible for funding.

In Somalia, labour administrators have access to international training on courses provided through the assistance of the ILO and ARLAC.

In Switzerland, labour administrators have limited access to international training, usually by participation in special seminars and courses. The costs of training are met by the Government.

In Turkey, labour administrators have access to international training programmes through courses and graduate programmes established by bilateral agreements. In addition, fellowships in labour administration are provided by the ILO, the Council of Europe and the OECD. These programmes are usually financed by the host government or by the international organisation concerned.

In Uruguay, labour inspectors are provided with specialised training on social, safety and health matters in co-operation with the Spanish Mission for Technical Co-operation (Misión Técnica Española).

In the United States, selected Department of Labor employees have limited access to international training through staff exchanges arranged with the labour ministries of Australia, Japan and certain other countries. These exchanges are ad hoc in nature and the cost of the exchanges is not met from training funds but from other government sources.

In Yugoslavia, labour administrators may apply to participate in any international training programmes when they are available.

7.2 Countries where access to international training is either limited or where international training opportunities are not available

In Austria, international training opportunities are available to staff if the training takes place in Austria (e.g. OECD-CERI seminars held in

Salzburg). Opportunities for training outside Austria are very infrequent; when they are available the costs are met from the training budget.

In Belgium, participation of labour administration staff in international courses is the exception. Where external training is considered necessary, the training unit finances the training, usually in the context of specific courses and seminars carried out in neighbouring countries.

In Canada, opportunities for international training are very limited. Some senior management staff have access to international training opportunities but they are used very infrequently. The training unit has not yet been involved in sponsoring international training.

In the Federal Republic of Germany, staff rarely participate in international training measures. Examples where applicants of the Federal Labour Office have taken part in such training are the exchange programme "Germans abroad" financed by the Council of Europe and a fellowship programme at the ENA in Paris financed by the Exchange Service for German Academics (DAAD).

In the Netherlands, labour administrators rarely have access to international training. This is due in part to the limitation of funds.

In Sri Lanka, labour administrators do not participate in regular or systematic international training; however, they attend overseas training when funds are available from external sources. Training is specifically required in all areas of labour administration and particularly in training of trainers.

In the United Kingdom, it is only in the Health and Safety Executive branch that officials have access to international training, mainly in the fields of health and safety; this training is financed by the Executive.

In Czechoslovakia, it is very rare for labour administrators to have access to international training.

8. Special features

This chapter is principally concerned with forms of training which are not specifically provided by the labour administration or comparable bodies, but which may be provided by other organisations, parastatals or private institutions.

In Canada, the Federal Treasury Board is responsible for the development and promulgation of training policy within the public service. The Public Service Commission provides training, etc., for the public service as a whole.

In the Province of Alberta, the training provided by the Departmental Staff Development Programme in the Department of Labour, and by the Organisation Development Division of the Personnel Administration Office, is supplemented by courses provided through universities and colleges; specialised courses designed by outside consultants; various courses, workshops and seminars offered by outside agencies or by professional associations.

Training for labour market administrators is organised through a broad spectrum of tertiary educational bodies, including colleges, universities and technical institutes.

In British Columbia, labour administration officials obtain training both in-house and from private consultants and training organisations. Training opportunities are also available through universities, educational centres and through correspondence courses.

In Czechoslovakia, labour administrators receive training in law, economics and social sciences, through the education system, postgraduate studies, courses organised by educational institutions and through courses organised by the Institute of State Administration.

In the Federal Republic of Germany, employees of the Federal Labour Office participate in courses organised by both private and public training institutions. They also participate in congresses and special conferences applicable to their work.

In the Netherlands, labour administrators receive training both through the National Training Institute and the various training schemes which are offered in the private sector.

In Mexico, the educational authorities who are subordinate to the Planning and Budget Ministry, contribute to training activities.

In New Zealand, training provided by the Department of Labour is supplemented by other public departments and by private organisations and educational institutions.

In the Philippines, although training is provided by the Ministry through the Institute of Labor and Manpower Studies (ILMS), this training is supplemented by training programmes conducted by institutions outside the Ministry. Frequently ministry personnel participate in training programmes conducted by the Civil Service Commission (for training of trainers, junior executive training and training of administrative personnel), the Development Academy of the Philippines (for management development training). Where training in computer operations or management information systems is required, this is provided by the National Computer Institute.

In Portugal, senior professional staff of the Labour Administration are trained in the National Institute of Administration which has equivalent status to a university. Clerical and administrative staff are trained in the Central Service of Public Administration.

In the United Kingdom, staff in the Department of Employment receive training at the National Civil Service College and at colleges in the private sector. Access to international training is unusual.

9. Summary and common trends

The information provided by countries in response to the questionnaire shows that a majority of developing countries provide labour administration staff with the opportunity of participating in international training programmes. These may be offered in the form of bilateral collaboration, or by regional international organisations, for example, the Organisation of African States or the Union of Nordic States, or by international organisations, especially the ILO and the UN. Third world countries attach great importance to the training which labour administrators receive through international organisations, while several industrial nations prefer exchange programmes which they finance themselves. The following aspects are of interest:

- Selection criteria and training programmes must be related to the economic and social conditions in individual countries. There would appear to be a need for additional information to be provided on these subjects on an exchange basis. Joint selection of training candidates by sponsors and supplying countries, and agreement on course content would also be useful developments.
- Information concerning international training facilities should be made available more widely. This also applies to comparative studies of the working practices of labour administrations. There would also appear to be a need for the intensification of training of trainers on both a regional and international basis.

With regard to the organisational aspects of training, although there is a diversity of functions amongst labour administration systems, there is also some uniformity in the administration subsystems and the tasks they carry out. For example, at the ministry or department level, there are usually subsystems responsible for overall policies, general and financial administration and the assignment of responsibilities. Secondly, the technical departments such as the industrial relations department, the labour inspectorate, the regional labour office or the training department itself normally operate as specialised, functional subsystems. Thirdly, and of increasing importance in many countries, there are parastatal agencies, tripartite bodies and other organisations which have a considerable degree of independence in regard to training. Although the concept of training is constantly changing and developing, in essence it does so in response to changes within the total system. In this context the subsystem responsible for the training function must keep its objectives, plans, procedures and actions under continuous review and institute whatever changes are required to reflect the changes which are taking place in the labour administration system as a whole.

Most countries regard the major objective of LAST as being the dissemination of the necessary knowledge, skills and attitudes required to meet the needs of modern labour administration. There is also a growing realisation that if a training system is to be effective, its component parts, including training policy, levy systems, training institutions and programmes, etc. must be mutually supportive and co-ordinated. Above all, the system must be responsive to the changing socio-economic environment.

To varying degrees all labour administrations face the problem of responding to accelerated technological developments and, in some cases, to major structural adjustments. These factors accentuate the need for the continuous training, retraining, upgrading and retention of competent administrative staff, both to provide new skills and to enable staff to carry out work for which they were not initially trained.

Training methodology is under constant change. New participative methods are being introduced aimed at analytical problem-solving and to enable staff to deal with new situations stemming from socio-economic changes. The development of modular programmes, training packages, programmed learning and computer-assisted education has made training more flexible and at the same time made it more accessible. Additionally, there is a growing realisation that as a concomitant of changes in training content, special attention must be paid to the training and upgrading of trainers and the improvement of training institutions.

Labour administrators are managers. They have to manage their own personnel and material resources and they are under great pressure to do so efficiently if they are to be effective. There are a number of management techniques designed to increase efficiency, and these techniques are being applied within labour administration organisations with increasing frequency. Some of these views will be the subject of comment in the next Part.

PART IV - A GUIDE FOR BASIC LAST UNITS

This Part provides information on the various types of training made available to labour administration staff. It includes details of specific training programmes and training methodology and highlights the need for sound evaluation and follow-up procedures. The training programmes, etc., which are reproduced provide examples of training arrangements which may be useful models in other situations.

Although extensive training programmes are mostly available in the industrialised countries, the value of staff training is increasingly accepted in developing countries, where, despite the constraints of finance and the limited number of trainers, there has been good progress in establishing viable training schemes, particularly when it has been possible to co-ordinate the training with schemes operated on a regional and international basis.

Management training

In 1983, the Department of Labour in the Canadian Province of Alberta carried out a needs survey in which managers and supervisors from all levels of the organisation took part. The results of the survey indicated a need for improvement in performance management, role/goal clarification, relationship, behaviour, task behaviour, interaction and formal communication.

When the needs of the organisation and the development requirements of the managers were assessed, four separate areas of training activity were identified as being necessary to meet these needs. These areas provided the basis for a "Model for management advancement training", comprising four programmes; each of these programmes sets out the objective of the training and the subjects covered in the programme.

PROGRAMME 1. To train managers to be effective members of a decision-making group.

- Role/goal clarity (mission and purpose).
- A framework for conceptual skills.
- Team building.
- Planning for the maintenance of the success of the group.

Duration: 2-2 1/2 days.

PROGRAMME 2. To highlight the skills required by a unit leader in day-to-day management.

- Manager as a unit leader - what does this mean?
- Management concepts/skills (relationship behaviour/task behaviour; motivation; delegation; discipline/coaching; group dynamics).

- Special items (Financial Systems; Management Systems; Office Systems).

Duration: 13 1/2 days.

PROGRAMME 3. To train managers to effectively represent the Labour Administration in dealings with the public.

- Effective representation to the public (What does this entail?)
- Dealing with clients (consulting skills)
- Developing a positive image of Department's Services. (How the public sees us now; How can we improve carrying this out.)

Duration: 7 days.

PROGRAMME 4: To train managers to be an innovative team builders and leaders.

- Creative decision-making and problem-solving.
- Team building.
- Long-range leadership (understanding and shaping organisational climate for positive future results).

Duration: 7 days.

To implement the training the following four-phase action plan was used:

1. Orientation/entry using the following five steps:

- branch orientation;
- management inventory;
- management interviews;
- ratification of needs;
- development of personal profile;

2. Programme delivery:

In Phase One, a personal profile was developed for each manager. These profiles were used to schedule the delivery of core courses and satellite workshops.

3. Evaluation is a major component of the management development programme.

4. Maintenance:

A system was developed incorporating follow-up sessions and a management induction programme.

In Iceland the management training programme operated by the Civil Service Training Centre provides both role courses and development courses. Role courses are provided at Higher Executive Officer, Administrative Officer, Assistant Principal, Principal Officer, Assistant Secretary and Deputy Secretary levels and mark the start of a planned programme for each grade. The courses are designed to enable participants to critically examine the nature of their jobs and to introduce them to the personal and managerial skills required for more effective performance.

Development courses offer training in a variety of additional managerial skills ranging from information technology to staff management. There are courses in the following areas:

- managing for results;
- management and information resources;
- the manager as communicator and influencer;
- managers and their staff
- the creative manager;
- the manager and information technology;
- the woman manager;
- the manager and the legislative process.

Permanently updated schemes of this type make an important contribution to the systematic planning of training programmes for labour administrators. They help to determine training needs and facilitate the introduction of modular training systems.

In the United Kingdom, the Department of Employment operates a comprehensive training programme for executives and managers. Some examples of the courses available are set out below.

Course title: Introduction to management skills

Aims: To provide participants with an opportunity to identify and develop a number of key management skills in order to perform their jobs effectively.

Target group:

- Executive Officers during the first year of their appointment to that grade.
- Experienced Executive Officers who want to update their knowledge and skills.

Content:

- Role and responsibilities.
- Self-assessment and planning.
- Motivation and job design.

- Equal opportunities.
- Goal setting and achieving.
- Assertiveness skills.
- Managing stress.

Objectives: The course is designed to help participants to:

- Improve their ability to understand and operate within a group.
- Look critically at their own approach to management and to identify their strength and weaknesses.
- Identify ways of developing and improving their role as first-line managers.
- Begin the process of achieving improvement.

Length: 5 days.

Comment: Before the course, participants are asked to complete and return a questionnaire outlining their objectives for the course. There is also provision for a follow-up assessment of the training approximately three months after the course is completed.

Course title: Recruitment and selection skills

Aims: To provide an awareness of the skills needed to recruit staff fairly and competently.

Target group: Managers and specialists involved in selecting staff who wish to develop, review, or update their recruitment and interviewing skills. Priority is given to staff with major devolved recruitment responsibilities.

Content:

- Equal opportunities - ensuring fair and equal selection in recruitment.
- How to use application form data objectively in an interview.
- How to prepare for and structure a recruitment interview effectively.
- Interview practice - practice at conducting interviews with support and guidance in small groups.

Objectives: To give participants information on:

- The Department's equal opportunities policy and how it fits into the Department's recruitment practices.
- Application form data that can be objectively used in recruitment interviewing.
- Key communication skills required to conduct an effective interview.
- Planning and structuring an effective interview.

Length: 3 days.

Comment: Participants are expected to be familiar with the pre-course reading which is distributed to them together with the joining instructions for the course. The course method is informal and consists of a series of short talks, films and work in small groups. Participants and their line managers are asked to take part in follow-up assessment of the training.

Course title: Management training in the outdoors

Aims: To develop individual managers by giving them the opportunity to evaluate the way they manage tasks, to experiment with different styles of management and identify their strengths and weaknesses in specific management areas.

Target group: Employment Officers to Grade 7 who have been in the grade for over five years and who wish to re-evaluate their personal approach to management.

Content:

- Problem analysis.
- Decision-making.
- Communication.
- Use of resources.
- Planning and organising.
- Managing change.
- Leadership skills.

Objectives: To help participants to:

- Develop the confidence and ability to meet change, set-back and uncertainty.
- See themselves as others see them.
- Re-evaluate personal goals and priorities.
- Work co-operatively in a group under pressure.
- Build on their achievements.

Length: 5 days.

Comment: The course is based on a series of outdoor tasks which are tackled in small groups. Each exercise is followed by a review with tutors to evaluate the contributions made by individual participants.

The United Kingdom Health and Safety Executive pays particular attention to the training of managers and supervisors. Some examples of the training provided are set out below.

Course subject: Supervisory skills

Aims: To help managers to become effective supervisors. Emphasis is placed on planning, controlling, and monitoring of work standards and the promotion of effective working relationships with staff.

Target group: All new and inexperienced supervisors within six months of their appointment.

Content: The course concentrates on how to achieve success using a range of key skills, i.e.:

- Communications.
- Planning, delegating and controlling work.
- Time management.
- Leadership.
- Promotion of effective working groups.
- Motivating staff and developing their potential.
- Assertiveness.

Objectives:

- To assess and explain the role and responsibilities of a supervisor and explore methods of improving staff supervision.
- The achievement of effective interpersonal communication by identifying the barriers and the means of overcoming them.
- How to plan, prepare and carry out a range of interviews with staff by selecting and using appropriate interviewing techniques.
- How to set targets and systemise the planning, organisation and controlling of work activities to achieve the required results.
- How to identify factors which waste time and how to plan for the improvement in the use of time.
- To identify the basic qualities and skills required to achieve effective leadership, evaluate existing styles of leadership, and identify ways in which they may be improved.
- How to coach staff to do their job more effectively.
- To explain the principles of delegation and identify when and how work may be delegated effectively.
- To identify what motivates staff and to use information to develop individual and team performance.
- To identify and explain means of making a team work more effectively, to evaluate supervisory behaviour when working as a member of a team and to improve team membership skills.

Length: 5 days.

Comment: Participants are encouraged to prepare a plan for improved performance in their work situation. Some pre-course project work is an essential part of the programme.

Course subject: Staff appraisal and job appraisal review

Aims: To ensure that managers use the appraisal system in a fair and balanced way, particularly in regard to the assessment of staff being considered for promotion, in staff career planning and staff retention. The training is designed to provide staff with the skills to carry out this work, including the conduct of formal job appraisal interviews.

Target group: The course is mandatory for staff who are responsible for completing staff reports and carrying out formal job appraisal reviews. Staff exercising these responsibilities should attend the courses as soon as they take up their appointment.

Content:

- The purpose of staff appraisal.
- Forward job planning.
- Effective report writing.
- Interviewing skills.
- Job appraisal review procedure.

An overriding feature of the training is the importance of fair and constant appraisal throughout the year and not just at reporting time.

Objectives:

- To determine and explain the factors involved in effective reporting.
- How to perform an effective role at each stage of the appraisal cycle.
- To determine how to construct and agree a forward job plan for a year which includes measurable objectives for each member of staff, thereafter using and modifying, where necessary, the plan through the year.
- To ensure each staff member understands and carries out his role in the appraisal process.
- How to evaluate each staff member's performance and progress through the year and record this information.
- How to discuss and agree a job description with each staff member.
- To demonstrate how to complete both performance and promotion recommendation reports fully, accurately and objectively.
- To describe the purpose of a job appraisal review (JAR).
- How to plan and prepare an effective JAR interview.

- How to conduct an effective JAR interview with individual staff members by the selection and use of appropriate interview techniques.
- To explain how to carry out effective JAR action.

Length: 3 1/2 days.

Comment: Pre-course work is essential. This consists of reading guidance material on effective reporting, thereafter writing a report based on the case study which is provided. It is estimated that the pre-course work requires 1 1/2 days for completion.

In the United States, the Department of Labor offers middle-grade staff, through the Management Development Seminar Series, the opportunity to develop their professional and managerial skills. A recent programme included a number of short seminars, examples of which follow.

Seminar title - Computer literacy for managers

Aims: This seminar was designed for managers who had little or no previous knowledge of, or experience with, computers. Its purpose was to introduce them to the capabilities and limitations of computers and to provide "hands-on" experience with a computer.

Participants were taught the basis of programming, computer language, and some common applications of computers, word processing and spreadsheets.

Content:

- The fundamental concepts of computers - how they work: their limitations and capabilities: types of tasks where the use of computers is appropriate.
- Writing simple programmes in BASIC, a common computer language.
- Using two of the common application packages: word processing and spreadsheets.
- Common jargon used in the computer industry.
- Current trends and resources in computers.

Length: 2 days.

Seminar title - Performance management:

The missing link

Aims: To outline a method for managing performance by way of a scientific, data-orientated system consisting of measurement, feedback and positive reinforcement of desired behaviours. The seminar provided supervisors with a systematic approach, supported by examples, as a means of improving results from subordinates.

Content:

- Why performance management (as a system) works.

- Positive reinforcement as the key to improved performance.
- Feedback - a difficult but essential step in the process.
- Performance measurement - the guidance system.
- Motivation - people are willing to do more.
- How to implement performance management.

Length: 1 day.

Seminar title - Managing the writing of others

Aims: Managing the writing of others is one of the most difficult tasks a supervisor has since the job has both a technical and psychological dimension. The seminar addressed the steps a manager can take to provide necessary guidance while taking the individual style and feelings of the employee into consideration.

Content

- How to read a document for content, format, mechanics, tone.
- How to make objective observations.
- How to criticise without creating personal offence.
- How the supervisor can avoid having to rewrite the document himself.

Length: 1 day.

In Cyprus, the Cyprus Productivity Centre regularly provides training for managers in the Ministry of Labour and Social Insurance. Examples of a one-day seminar and a three-day course provided by the Centre follow:

Seminar for the Directors/Section Heads of
the Ministry of Labour and Social Insurance

Objectives:

- (a) To improve the system of setting goals, planning and control in the Ministry of Labour and Social Insurance.
- (b) To examine the role of directors/section heads in staff training and development.

Topics:

- To examine goal setting, planning, and controls in the Ministry of Labour and Social Insurance with a view to effecting their improvement and methods of implementation.
- Importance of training.
- The manager's role in training.

Length: 1 day.

Training Programme for Senior Officers
of the Department of Labour

Objectives: The development of a global perception of problems, the improvement of communication and co-operation within the department and with other organisations.

Target group: Labour Officers 1st Grade, Senior Labour Officers, Assistant Chief Labour Officers, Engineering Inspector 1st Grade, and Safety Officers 1st and 2nd Grade.

Topics:

- A systems approach to labour administration (ILO Convention No. 150, Recommendation No. 158, etc.).
- Fourth Emergency Economic Plan.
- Tripartite co-operation (ILO Convention No. 144).
- Labour law (sources, implementation, evolution, targets).
- Labour market, employment, manpower planning, and development (ILO Conventions Nos. 88 and 22).
- Industrial relations in the private and public sectors (procedures and problems).
- Improving conditions of work and the work environment.

In the Federal Republic of Germany, management training is an important aspect of overall training policy. Some examples of the courses and seminars which are provided by the Federal Institute of Labour follow.

Course title - Information processing

Aims: To provide participants with background knowledge of information processing systems within the Federal Labour Office (BA) at basic, standard and advanced levels.

Target group: Directors, heads of departments, consultants and experts.

Content: Comprehensive overviews and information processing in the BA, including:

- Basic processing language in common use.
- Information technology in specified situations.
- Comparison of computer processes.
- The use of information technology in labour offices.
- Projecting trends in information technology within the BA.

Length: 4 days.

Comment: No previous knowledge of computer usage is necessary.

Course title - Information processing

Subject: Computer usage in employee placement service (co Arb).

Aims: To provide participants with a knowledge of co Arb; to examine the role of computers in the placement service, and the application of computer technology to management tasks within the system.

Content:

- Features of the information processing systems used within the BA.
- Practical applications of co Arb in the context of present development.
- Information processing systems in other departments.
- Plans for the use of information processing techniques within the placement service and occupational guidance unit from the management aspect.

Length: 5 days.

Similar courses are available for management staff within the vocational guidance service (computer-aided apprenticeship placement - COMPAS) and within the benefit department which deals with unemployment benefit, unemployment assistance, subsistence allowance, etc.

The Federal Labour Office also has a comprehensive training programme for management staff at central and area offices. Examples of training programmes used in the personnel management sector are set out in thematic form below.

Basic seminars

Constituent I: Talks as a means of

- management employees;
- removing barriers to mutual understanding;
- having successful discussions with employees.

Constituent II: Finding and setting goals

- practical examples of different kinds of "goal talks";
- purpose of "goal talks";
- talks with the intention of finding goals;
- instructive talks;
- case studies.

Constituent III: Dealing with disputes

- dispute definitions;
- systematised treatment of disputes with employees based on practical experience;
- disputes at the level of personal relationships.

Constituent IV: Staff assessment Part I

- principles of staff assessment;
- assessment process;
- errors in assessment.

Research seminars

- Constituent I:
- an Executive need for feedback;
 - talks including the aspects of information, motivation, and the need for change.

Constituent II: Staff assessment Part II

- assessment systematology;
- errors in assessment;
- assessment exercises;
- assessment talks.

Constituent III: Work-style - work technique

- determination of individual work-styles;
- improvement of work techniques via information techniques;
- establishment of priorities;
- conference technique.

Summary of constituents: Trends in management research

- the working world and social trends;
- psychological management research;
- controlled and systematic behaviour modification;
- application of behaviour modification for employee training, employee guidance, etc.

The close connection between modern management and training methodology was the dominant theme in a training programme prepared by the International Centre for Advanced Technical and Vocational Training, Turin, in collaboration with the Labour Administration Branch of the ILO in Geneva. The course, which took place between September and November 1979 was designed for labour administrators working at a senior level, directors or managers of labour administration systems and staff development officers in the age group 32-40 with at least eight years' relevant experience.

The objectives of the course, entitled "Modern management", stressed that the labour administrator must make the optimum use of the material and human resources available, and secondly, that he should make himself familiar with modern management techniques in the industrial world. The programme envisages the labour administrator as an agent of change, as distinct from being a passive observer of economic trends and industrial development in the private sector. Specific training was provided in the following areas.

General management

- organisation;
- planning;
- management by objectives;
- system theory;
- decision-making.

Change and communication

- Change: its accelerating rate in the modern world and the problems this causes; how to overcome resistance to change.
- Communication: handling of information in an organisation; informal communication structures.
- Office procedures: office organisation; mechanical and electronic office equipment; dangers inherent in bureaucracy.

Human resources management

- The labour administrator's role vis-à-vis the social and economic partners - industry, government, trade unions.
- Negotiating processes.
- Staffing: assessment of staffing requirements; staff development.
- Motivation: the problem of how to get people more involved and interested in their work within given constraints; counselling and careers guidance.
- Job analysis; job enrichment; ergonomics.

Measures in management

- Basic accounting: the need for some basic means of measuring the cost of an organisation.
- Budgetary control-cost budgets.
- Statistical theory; and introduction to statistics and their use in relation to labour administration; the use of graphs and statistical visual displays.
- Forecasting; projections including an introduction to probability theory.

Production and materials management

- An introduction to this major function; the need for wealth creation in any political context; the optimum use of scarce resources.
- Fundamentals of production; production line assembly; stock control.
- Modern techniques in production; operations research; critical path analysis, etc.
- Group technology; the reaction to production line methods and the reasons for this; the need for, and cost of, retraining; new factory layout, etc.

Performance appraisal

An important component of any training plan is the appraisal of an employee's performance both in the work situation and on training courses. An example of a programme designed to improve performance appraisal techniques is provided by the Federal Republic of Germany in the course outlined below. The course was designed for managers in the Department of Labour.

Course title - Performance appraisal: Making it work

Aims: To develop the skill of Department of Labour managers in all aspects of managing and appraising the performance of their subordinates. To make them familiar with the technical responsibilities of federal managers in this area and enable them to complete the cycle of performance evaluation.

Content: The seminar is structured to address three aspects of the process:

1. Developing Performance Standards (one day) aimed at assisting Department of Labour supervisors to write clear, accurate performance standards. Topics covered include:
 - job analysis as the first step;
 - standards of quality and standards of quantity;
 - fairness of standards.

2. Performance tracking and coaching (one day) addresses the needs of supervisors who have introduced satisfactory performance standards for subordinates in systematically tracking their performance, and coaching subordinates when improvement or development of their performance is necessary.
3. Conducting the Formal Appraisal (one day) focuses on the final stage of performance management, i.e. the formal appraisal session.
Key issues include:
 - planning the session;
 - involving the employee and helping him understand the appraisal;
 - using the appraisal for decisions affecting pay, promotion, development, adverse action;
 - provision for continuous course assessment; including pre-training progress and post-training tests;
 - availability of media training services; application of audio-visual aids.

2. The training of trainers in labour administration

The training of trainers has two main objectives; firstly, to ensure that senior labour administrators have the capability to train their own staff and help them to develop their skills to their full potential; and secondly, that they should be able to contribute to and advise on both the labour administration training system and the training systems of other organisations to which the labour administration system extends its services.

From September to November 1980, the Labour Administration Branch of the ILO in Geneva, in collaboration with the Turin International Centre for Advanced Technical and Vocational Training, organised the First Inter-regional Course for Training of Trainers in Labour Administration. The course was designed for senior officials or trainers responsible for education and training with labour ministries, or who were concerned with promoting labour administration in study curricula used in institutions of higher education (particularly universities), or the promotion of labour administration training in professional associations.

The main objectives of the course were:

- To make participants aware of modern management techniques and their applicability to developing countries' labour administrations.
- To provide participants with information on modern training methodologies to enable them to apply the "training of trainers" principle in their own countries.
- To provide, through a systematic approach to labour administration training, a "spin-off" benefit for regional and national training courses.

The principal component parts of the Turin course were:

An approach to the training of trainers

The role, purpose and structure of labour administration training; development of course objectives from training needs; curriculum development; utilisation of teaching materials and course materials adapted to suit local conditions.

Construction of learning systems

Designing of courses to fit performance goals; tailor-made courses; orientation of subject-matter to working and learning conditions in developing countries; adaption and redesign of existing courses; innovation.

Curriculum development

Curriculum development within the training competence of labour administrators.

- Systems approach concept; setting of learning goals.
- The development of objectives; the planning of discovery learning activities; the provision of effective teaching methods; self-instruction, etc.

- Assessment of target populations; assessment of available resources; management and staffing; use of funds.
- Policies, perspectives and methods; lecture/discussion time ratio; private study periods, etc.

An important contribution to the achievements of high professional training standards in the international perspective is expected from a "Manual on training of trainers' methodology in labour administration" which is included in the work programme of the ILO's Labour Administration Branch (see W.F. von Richthofen: "Some topical issues in labour administration training: An ILO perspective", p. 31. The manual is intended to help national labour administrations, especially in developing countries, to organise training departments and in-service courses for all levels of staff and will explore such issues as:

- training methodology and learning methodology;
- curriculum planning and development;
- creation of a learning environment;
- training methods mix;
- strategies for optimal knowledge/skill/attitudes/values transfer;
- methods of control, evaluation;
- post-training action;
- follow-up and principles of organisation.

An example of a training of trainers' programme for developing countries is the Training of Trainers course carried out by the African Regional Labour Administration Centre (ARLAC) which was held in Nairobi between 26 September and 14 October 1983.

The course was directed at the heads of training departments in ministries of labour and at senior officials with responsibility for in-service training. The aim of the course was to draw attention to important aspects of training, including systematic and methodical induction training of junior postgraduate entrants, short refresher-type in-service training activities for middle-level technicians and specialists and the motivation of staff (of all grades) by way of well-organised training. The participants were expected to be able to plan, organise, implement, evaluate and follow-up training programmes at all staff levels within their national labour administrations after the course.

The course programme included:

- personnel management in a Ministry of Labour (historical background of the civil service in developing countries in Africa; changes in the civil service; modern management practices in the civil service; the role of Chief Personnel Officer (Personnel Manager) in the civil service; functions of the Personnel Department);
- human relations in training (communication; reduction of stress; how to co-operate with others);

- manpower planning at Ministry level (factors affecting further staff requirements; staff retention; staff recruitment);
- formulation of training objectives in a Ministry of Labour (types of training; a functional approach; the project format);
- needs assessment (situational analysis; assessment of training needs; identifying training preferences; identifying trainees' status; considerations in discrepancy analysis);
- learning methodology (learning principles; training procedures; theories of learning);
- a systems approach to training (goals and objectives; training content and resources; methods; approaches; facilities; evaluation);
- training resources (printed materials; human resources; audio-visual resources; simulations and games; real life experiences);
- distance teaching (advantages; limitations; how it operates; manpower development and distance teaching);
- practical planning and design of training programmes; course curriculum; programme implementation;
- evaluation of educational programmes (purpose; evaluation of objectives; measurement of attainment; types and methods of evaluation; evaluation process).

Another international seminar was organised in Bangkok by the International Labour Organisation Asian and Pacific Project for Labour Administration (ARPLA) between 2 October and 1 November 1985. The seminar emphasised key trainer roles in terms of labour administration, tripartism and development. The underlying purpose of the seminar was "to provide directors and senior trainers ... with the knowledge and skills to enable them to relate their training activities more closely to the needs of the staff of labour administration systems of other countries" (ARPLA, Training of Labour Administration Trainers, Bangkok, 1986, p. 5).

The seminar concentrated on the following themes:

Labour administration, tripartism and development

- labour administration and development;
- labour administration and tripartism;
- employment services;
- labour relations;
- labour inspection;
- labour standards;
- labour administration training.

The trainer as a designer of learning programmes

- determination of training needs;
- designing training programmes;
- evaluation of training effectiveness.

The trainers as an administrator

- problem-solving;
- time management.

The trainer as an adviser and consultant

- the concept of organisational development as a practical framework for improving effectiveness and efficiency.

The trainer as an instructor

- an overview of a learner-centred and trainer-dominated approach to training;
- observation of the training methods employed by participants through a series of individual presentations;
- case study as a training method.

International courses and seminars strengthen national training efforts and supplement both national and regional training programmes. Long term, the aim should be to combine national and international training systems. The basis of productive co-operation is a sound knowledge of national training of trainers' programmes with a view to their harmonisation.

An interesting contribution to international co-operation on training is the Training Manual published by the International Training Institute, Sydney, Australia, in 1982. The purpose of this manual is to provide a "package course" for trainers in Pacific countries. It sets out the training aims, broad information notes and methods of presenting some 13 sessions concerned with labour policy and labour administration including country experiences; the role of labour administration in development; action planning; labour policy issues; review of labour laws; labour administration practice; labour research and statistics; labour standards; employment policy; income and prices policy; industrial organisations; the resolution of industrial disputes; the labour administrator's role in dispute settlement; tripartism. The Training Manual evolved from a project study by participants, resource persons and session leaders who took part in an international training course conducted by the International Training Institute.

A further example of international co-operation in the training of trainers is provided by the Central Institute for Research and Training in Employment Services in India (CIRTES). Amongst the courses provided by the Institute are:

- training programmes for foreign officers sponsored under ILO fellowships or under bilateral agreements;
- international training programmes sponsored by, and in collaboration with the ILO, particularly through ARLAC and ARTEP.

The consensus of opinion is that full-time trainers should have a background of long-term involvement with training, allied to a broadly based qualification. Training of trainers should be carried out in conjunction with further education, and allow trainers to concentrate on specific aspects of labour administration. They should be encouraged to acquire expertise on such matters as instruction methodology and technology, modern information technology, and computer application in labour administration, client-orientated behaviour, skills, and methods in counselling and consulting, computer-assisted instruction using interactive video. Trainers have the crucial task of promoting innovations by updating and further education of staff. Experience shows that their success in this task depends equally on their knowledge of labour administration and their teaching ability.

Counsellor training

Changes in the working environment, in manufacturing techniques and economic development emphasise the need for qualified counsellors and employment advisers within labour administration systems. This is borne out by an international survey which shows that the training and further training of counsellors is being intensified in most countries. (See Ertelt, B.J.: Beraterausbildung im internationalen Vergleich, Mannheim, 1986, 1st edition and 1988 2nd revised edition.)

Until recently many countries concentrated on vocational counselling. However, there is now a strong tendency towards employment advisers and occupational counsellors in the introduction of labour administrations. In the main, this trend is part of an internal training programme, often in collaboration with the placement service. Placement officers are regarded as favourite candidates for further training as employment advisers and occupational counsellors.

Three basic methods have been adopted for the training of counsellors; these methods may be used individually, or in combination. They are:

- Academic studies carried out externally, as for example in the Netherlands and Sweden; or at a college of labour administration as in the Federal Republic of Germany. In each case the successful completion of studies is marked by a Bachelor's degree.
- Postgraduate studies at a university, culminating in a Master's degree, as for example, in Canada, the United States and the United Kingdom.
- Specialised internal training programmes carried out within labour administration systems and in institutions closely allied to such systems. For example, the United Kingdom, France, Italy, the Federal Republic of Germany, Canada and Sweden.

Specialised internal training programmes are of most interest to labour administrators, since they can be implemented as a further training measure within the labour administration system itself. Some examples are given below:

In Canada, the Canada Employment and Immigration Commission (CEIC) introduced, in 1982/83, a programme designed to re-vitalise the employment services. One of the most important elements of the programme was the creation of increased training opportunities for employment counsellors. An eight-course training curriculum was devised, each course having four components, namely:

- Self-analysis by the participant in regard to his own knowledge of the job.
- Training periods devoted to the acquisition and practice of the skills being promoted by the course. The length of the training periods varies from four to ten days depending on the course.
- Evaluation and feedback designed to measure the value of the training and to identify aspects which required further study or practice.
- The award of a certificate by CEIC to recognise successful completion of the course. The acquisition of a certificate being a prerequisite to appointment to a particular post.

The eight-course curriculum covered the following areas:

		Study time pretraining	Training course duration
Course 1	The Assessment aspect of employment counselling	45 hours	10 days
Course 2	A systematic approach to individual employment counselling	45 hours	10 days
Course 3	(a) Group employment counselling applied to job search	45 hours	8 days
	(b) Other group employment counselling applications	45 hours	10 days
Course 4	Employment counselling, placement, accountability and productivity	35 hours	8 days
Course 5	Employment counselling and community resource utilisation	30 hours	5 days
Course 6	Employment counselling for special needs clients	50 hours	10 days
Course 7	Using tests in employment counselling	35 hours	4 days
Course 8	Methods and materials of employment counselling	20 hours	5 days

Trainees were required to successfully complete the evaluation components of each course before proceeding to additional courses.

CEIC is committed to being responsive to future labour market demands. Training of staff combined with a measure of specialisation are major initiatives of this commitment.

In the Federal Republic of Germany, advanced training is available to staff in the higher grades of the Federal Labour Office who aspire to an appointment as employment adviser in the Office. The training programme which takes place over some 25 weeks, includes six seminars which are carried out at the Administrative Schools and the Federal College of Labour Administration and five separate periods of practical training in labour offices. Each seminar occupies two weeks, except for Seminar 3 which lasts for five weeks. Each period of practical training covers two weeks.

The content of the seminars are set out below:

Seminar 1 + Seminar 2

Subject: The work of occupational guidance.

- Contents:
- Typical requirements of a placement service and occupational guidance.
 - Team-oriented task related to counselling work.
 - The role of the guidance officer in the placement service; counselling for employees and employers.
 - Promotion of initial training; vocational training; further training and retraining; job-creation measures; introduction to work; the role of the guidance officer in regard to the preliminary retirement law; participation of the guidance officer in regional and sectoral management; the role of the guidance officer in regard to European social funds.
 - Employment of foreign workers in regard to work permits, professional integration, return to home country, etc.
 - Duties of the guidance officer in helping employees to cope with company internal changes, e.g. bankruptcy, company shut-down.
 - Co-operation with other departments, e.g. rehabilitation, job-promotion service of the armed forces, etc.

Seminar 3

Subject 1: The principles of business management.

- Contents:
- Determining the parameters for company operations.
 - Management tasks, structure, planning, internal organisation, and control, etc.
 - Accounting, including cost accounting and annual statements of account.

Subject 2: The principles of economics.

- Contents:
- Business decisions and their effect on the labour market.
 - Decisions on plant location, products, and processes.
 - Decisions on finance and investment.
 - Decisions on staff.

National economy and the labour market.

- Economic policy.
- Labour market, demand and supply.
- Analysis of special areas, in particular, regional labour markets.

Labour market policy.

- Goals, legal principles and support for the labour market policy.
- Instruments of regional labour market policy.
- Labour market policy and the Employment Promotion Law.
- Analysis of the labour market.

Seminars 4, 5 and 6

Subject 1: The management of talks and dialogue.

Contents: The principles of occupational guidance including:

- The framework for consultative dialogue and the role of the counsellor.
- Inter-personal communication.
- Methodology of counselling employees.
- Methodology of counselling employers.
- Exercises in occupational guidance.
- Exercises in counselling.
- Group information (preparation and implementation).
- Discussions with employees/collaborators as a management tool.

Subject 2: Vocational and educational studies.

Contents: Methods in vocational studies.

- Material and information used by the Federal Labour Office for vocational studies.
- An examination of important work areas, including key professions.
- Educational system and educational opportunities in the Federal Republic of Germany.
- selected aspects of adult education and the implementation of educational measures.

During the practical training, comprising five separate periods each of two weeks, participants are given on-the-job experience, including work in the placement and occupational guidance sections in labour offices. In addition, they are observers at lectures and classes which provide education for employees. Other tasks are to prepare an evaluation of the training provided for them; the completion of practical exercises and preparation for the final examination at the end of the training.

Certification requirements of the training programme

- (a) At the end of Seminar 2 and Seminar 3, each participant has to complete a written examination of three hours.
- (b) At the end of each Seminar each participant is given a written assessment of his achievements prepared by the seminar leader.
- (c) At the end of Seminar 6, participants take part in a colloquium/examination, during which all subjects of the training programme are covered.

The Federal Institute of Labour has produced a similar training programme for vocational and guidance counsellors in employment offices. The programme covers about 27 weeks and is based on a system of five seminars, alternated with four periods of on-the-job training in employment offices. The Institute has also sponsored, since 1972, an internationally recognised academic counsellor course of three years' duration at the Federal College of Labour Administration.

4. Modular training systems

The "Study on training of employment office staff", a Comparative Examination of Systems in Force or Planned in Belgium, France, the Federal Republic of Germany and the United Kingdom, carried out by l'Office National de l'Emploi, Belgium, for the Commission of the European Communities (Study No. 82/20, p. 60) recommends that "all the units must be harmonised and co-ordinated, even if they are not common to all the training schemes in a closed, coherent global system. Their harmonisation encourages the professional mobility of the staff, the positive evolution of functions and the capacity to adapt to a complete change in the office".

For a training system to be effective, a distinction must be made between functional modules (general training modules to acquire a common set of skills) and specialised modules (which provide an introduction to specific work duties). Each module can be organised in a continuous fashion as a gradual learning process, or in the form of block training, each block being restricted to a particular time-scale. The training can be provided centrally or regionally depending on the criteria to be applied. Modular training should be aimed at improving and updating the technical and theoretical knowledge of staff. Examples of modular systems in the Federal Republic of Germany, with particular reference to the training of placement officers, follow.

Module 1: The integration of placement staff into their socio-working environment.

Sub-module (1): Structure and organisation of the placement service.

Objective: To initiate staff into the working, organisation and functions of the placement service. Designed to provide general information for participants, on the techniques used in the seminars together with practical training in a placement service.

Duration: about 15 days.

Sub-module (2): The employment office's position in the public administration.

Objectives:

- (a) To provide an introduction to public law and the principles governing the organisation and functions of public services generally and the employment service in particular.
- (b) To inform participants of the situational role of the employment office in the context of public administration.
- (c) To provide training in administrative methods.

Methods: Exposé by course leaders and outside specialists; participants are required to work in subgroups and make service visits.

Duration: from 5 to 10 days.

Module 2: Psychological training.

Objective: To help participants to operate with greater sensitivity in human relations, particularly in regard to jobseekers.

Content: The personality and motivations of working people; the psychology of the unemployed and the psychological consequences of unemployment; analysis of certain types of jobseekers; conducting advisory sessions.

Method: Training exercises based on tape recordings; analysis of the problems raised in the recordings; films; role-playing.

Duration: 10 days.

Module 3: Technical job training.

Sub-module (1): Jobs and employment patterns.

Objective: Basic information on jobs and employment patterns; introduction to job analysis.

Content: Survey of occupational sectors, including professions - trades, unskilled and semi-skilled work; job analysis.

Method: After basic information on, and introduction to, job analysis, the trainees proceed to examine job openings in firms. In group discussions they compare their opinions.

Duration: Placement officers: 10 days + 15 days' practical training. Occupational counsellors: 15 days + 1 month practical training.

Sub-module (2): Knowledge of the labour market.

Objective: Introduction to the economic aspects of the employment office and familiarisation with the economic vocabulary. The psychology of teaching adults. Information on the economic and social ambience in which placement officers work.

Content: Employment policies: employment stabilisation; employment catchment; indicators to the national economy; the labour market; population structure; forecasts and statistics; the place of the employment office in the labour market.

Method: Analysis of employment statistics and economic reports under the guidance of the course leader.

Duration: Placement officers: 6 days.
Occupational counsellors: 10 days + 15 days' practical training.

Sub-Module (3): Aids to job placement or rehabilitation.

Objective: To inform the trainees about the possibilities open to adults in the field of vocational training so that they can be more easily placed or rehabilitated.

Content: Information on the different types of vocational training available; training procedures; access to training; the status of workers during training; information and guidance sessions.

Method: Visit to training centre; case studies in subgroups; role-playing with audio-visual aids.

Duration: 4 days.

Sub-module (4): Measures for promoting employment: the provision of financial aid to unemployed persons.

Objective: To provide information about measures taken to develop employment. To provide information on the assistance available to unemployed persons.

Content: Employment promotion measures, including assistance to employers wishing to hire staff; advising jobseekers; advising newly established firms on employee availability; advising on geographical mobility of workers; assisting unemployed persons to claim unemployment benefits and other financial assistance.

Method: Exposé; discussions; practical training.

Duration: 2 days + 1 week practical training.

Sub-module (5): The legal aspects of employment.

Objective: The employment officer's role as an intermediary in industrial relations.

Content: Employment contracts: worker protection; social security; employment relations; industrial disputes and their resolutions; the legal and administrative aspects of the employer/employee relationship.

Method: Exposé by course leaders.

Duration: 4 to 6 days.

Sub-module (6): The foreign workforce.

Objective: To help placement officers and occupational counsellors to deal with foreign workers.

Content: Laws and regulations governing the employment of foreign workers; the different categories of foreign workers; the problems of integrating foreign workers; the office's reception of foreign workers; the institutions or

organisations which are able to contribute to solving job problems of foreign workers.

Method: Exposé; work in subgroups; films; case study.

Duration: 5 days.

Module 4: Placement techniques: dealing with job vacancies and jobseekers.

Objective: To introduce trainees to the registration of job vacancies and the reception and registration of jobseekers.

Content: Recording of job vacancies; registering vacancies (documentation and the card indices); drawing up occupational profiles for vacancies; methods of informing work-seekers about vacancies; updating of vacancies. Reception and registration of jobseekers including interviews, drawing up occupational profiles, qualification and level of training of jobseekers; updating details of jobseekers.

Method: Recording and analysis of interviews; case study; role-playing.

Sub-module: Processing job vacancies and jobseekers.

Objective: To create conditions whereby employers and work seekers are able to obtain satisfaction from the employment service.

Content: Illustrations of the different ways of matching vacancies and jobseekers; methods and types of placement; the follow-up.

Method: Practical training in a placement office. At the end of this training participants reassemble and discuss in groups actual cases which have been filmed during their practical training.

Duration: 1 to 2 months.

Module 5: Visits to firms and contact with employers.

Objective: To provide participants with a knowledge of employment activities and openings for jobseekers.

Content: Employers and their role in the economy; employers and employment; employers and the labour force; employers and vocational training.

Method: Exposé; group discussions; visits to employers' premises.

Duration: 5 days.

Module 6: Visits to firms, contact with employers.

Objective: To inform placement officers how to collect employment information useful to the office and, conversely, supply useful information to employers. The establishment of trust between themselves and employers and how to gain the maximum advantage from these contacts.

Content: Information gathering for the office; the provision of information to firms concerning assistance available from the placement services, on vocational training, job placement and the resolution of manpower shortages.

Preparation for visits to firms; selection of firms; dissemination of information; techniques of marketing, etc.

Duration: 10 days.

Module 7: Informatics.

Objective: To give placement officers and occupational counsellors general information on informatics and familiarising them with the uses of this technique.

Content: Employment agencies employ computers in various ways, e.g. registering jobseekers; registering and communicating job vacancies; processing and filling job vacancies; jobseekers; statistics, etc. The training aims to demystify computers by explaining their structure and the potential for their use. Making the participants aware of impact of information on the organisation of placement services.

Additional modules exist for the training of occupational counsellors in employment services. Four examples follow.

Module 1: Occupational counsellors.

Objective: To make trainees aware of the components of occupational counselling; to determine the scope for action and indicate specific forms of intervention.

Content:

- Dispensing occupational information.
- Occupational guidance of the exploratory phase; the evaluation of situations, the search for solutions if possible with the collaboration of placement officers, the psychology service, medical service, etc.; conclusion; implementation and follow-up; rules of professional conduct.
- Study of the labour market.
- External relations (contact with employers, vocational training bodies, etc.).

- Leadership or guidance of a team.

Method: Exposé followed by group discussions; recording of advisory sessions; practical training.

Duration: 5 days + 1 month's practical in-service training.

Module 2: Team leadership/guidance.

Objective: To train occupational counsellors to lead and/or guide a team.

Content: Team motivation; provision of information; team organisation; guiding and encouraging the team; group dynamics.

Method: Learning from experience, the use of training exercises; role-playing; practical training.

Duration: 3 days + 1 week's in-service training.

Module 3: Placement of executives.

Objective: To train occupational counsellors in the specialised placement of executives.

Content: The concept of executive work; the psychology of executives; drawing up executive occupational profiles; analysis of job vacancies; negotiation with employers; notification of vacancies; verification of occupational and psychological aptitude testing; presentation and follow-up; the role and methods of private recruitment agencies.

Method: Lectures and exposé by personnel directors or others in charge of recruiting executives for employers; recording and playback of advisory sessions; case studies; group discussion.

Duration: 5 days followed by 15 days' in-service training.

Module 4: Rehabilitation of handicapped workers.

Objective: To introduce occupational counsellors to measures designed to integrate or reintegrate handicapped persons; drawing up occupational evaluations; occupational guidance; collaboration with rehabilitation institutions; aids to rehabilitation; negotiation with employers; adaption of jobs.

Method: Lectures and exposé work in subgroups; case study; teaching games; films; etc.
In-service training.

Duration: 8 days and 3 weeks' in-service training.

A further example of modular training methods is a course designed for labour administration trainers with the principal objective of developing, by comparative analysis, a knowledge of training models in labour administration in countries at different stages of development; another objective was to establish a subsystem concerned with trainee profiles, trainers' profiles, programme structures, training methods, educational techniques and the development and utilisation of appropriate training material.

The course consisted of five modules:

Module 1. Labour administration:

- historical development of labour administration;
- introduction to labour administration as a system (Conventions Nos. 81, 88 and 150);
- labour administration activities related to rural development;
- democratisation and decentralisation of labour administration;
- developmental labour administration;
- multidisciplinary training needs;
- the need to train national labour administrators in management techniques.

Module 2. Labour standards and industrial relations:

- how to train labour administrators in the adoption and application of ILO standards;
- the role of workers' organisations within the International Labour Organisation;
- introduction to principles of labour law;
- conciliation and other procedures for the settlement of labour disputes.

Module 3. Working environment:

- international programme for the improvement of working conditions and environment;
- tripartite co-operation in matters of safety and health;
- planning for effective labour inspection;
- the role of labour administration in the working environment.

Module 4. Employment and wages:

- employment services: objectives and management;
- Convention No. 88 concerning the organisation of the employment service;
- the role and importance of labour market information for national labour administrations;
- design and implementation of training programmes for employment service officers.

Module 5. Cross-cultural models of labour administration:

- possibilities for international action in matters of labour administration;
- labour administration systems in Latin America;
- labour administration systems in Europe and the industrialised countries;
- labour administration in the USSR;
- labour administration in Africa.

Evaluation and follow-up of training

The evaluation and follow-up of training, irrespective of whether it is an extended programme or a single training session, has three main purposes:

- the provision of information which can be used for the revision of existing training arrangements and the preparation of new programmes;
- an assessment of the training institution, the trainer and the trainees;
- to indicate necessary curricular changes and provide a basis for suggestions to improve, promote and develop the training system.

A formula for training evaluation is contained in the International Trade Centre UNCTAD/GATT Manual on Organisation, Presentation, and Evaluation of Training Events, Geneva, 1985, p. 89, which states:

Basically, there are three reasons for undertaking evaluation:

- (a) to determine whether or not the objectives of the programme/event have been realised;
- (b) to attempt to measure the results achieved in relation to the efforts made and the costs incurred, and thus to assess whether or not the investment made in the programme/event constituted a warranted and efficient use of resources;
- (c) to derive from the experience of the programme/event any ideas or feedback that may assist in enhancing the effectiveness and impact of any future training events of the type evaluated.

The evaluation of training programmes must be systematic and have regard to specific reference points, for example:

- (a) The evaluation, follow-up and possible revision of programme, i.e.
 - evaluation of training input;
 - evaluation of training process;
 - evaluation of end product.
- (b) Extent of the evaluation, i.e. should it be
 - an ongoing, continuous evaluation;
 - once only at a certain point after the completion of training.
- (c) Responsibility for the evaluation, i.e.
 - internal, e.g. the trainer or training institution;
 - external, e.g. supervisors, managers or outside authorities.
- (d) The criteria used to measure the success of the training, i.e.
 - by subjective analysis, e.g. written or verbal submissions of the trainer and trainee;

- by objective methods, e.g. examinations, tests, effect on working practices on the job, observations by a third party.
- (e) Extent of the evaluation, i.e.
- a single event;
 - a full programme;
 - comparative lateral or chronological evaluation of several programmes.

The points of reference mentioned in (a) are examined in more detail in the following paragraphs. Those mentioned in (b), (c), (d) and (e) are dependent on (a) and will be dictated, to a considerable degree, by specific organisations and institutional conditions.

Input evaluation

Input evaluation has been defined as "assessing the appropriateness and quality of the resources that go into a training programme. It includes the physical environment, equipment, training materials and resource persons". (See the booklet "Evaluation" published by the ILO, Asian and Pacific Project for Labour Administration (ARPLA), Bangkok, 1986, p. 23.)

Input evaluation by definition includes:

- (i) The organisational, personal, chronological, spatial and financial limits applied to training programmes. For example, the size of the group, training schedules, the trainers, media equipment, choice and arrangement of premises, working opportunities, availability of libraries and accommodation for trainees. The evaluation should establish any discrepancies between qualitative and quantitative requests for training; the facilities and conditions available; identify problems which may affect the successful realisation of the training programme; the training procedures to be used, including a structural analysis of the training. Make comparisons with similar training events, including an analysis of reports of the events by participants, trainers or institutions, etc.
- (ii) An assessment of the professional qualifications of training staff, including their personality, work attitudes, training standards, specialised knowledge, experience, teaching background, personal attitudes to both the training content and the trainees.
- (iii) With regard to trainees, the aim should be to test their existing knowledge, learning capacity and motivation; their opinion of the training content and the value of the programme; their attitudes to the trainer, the group and the organisation. The tests should be carried out by means of written and oral tests with the help of a questionnaire and interview form. Trainees should be asked to indicate their areas of interest, to provide a subjective evaluation of their previous training, to state their preferred learning process, their expectations and their reasons for participating in the programme. Additional sources of information available are the personal particulars of trainees, including any details contained in letters, etc., recommending them for the programme.

Process evaluation

The definition of process evaluation in the ILO/ARPLA booklet (op. cit., p. 23) states that it should assess "... how effectively the trainer uses the available resources and materials, instructional methods in relation to the needs and interests of trainees, training activities (e.g. lectures, role-plays, field visits), extent of group participation and, generally, the way in which the training programme is actually implemented. It should reveal discrepancies between the way in which the programme was described and designed and the way in which it was actually presented".

The process evaluation thus

- (i) Measures and assesses the programme curriculum, its intention, substance, and methods, in order to determine the viability of the training programme.
- (ii) Observes and assesses the training process, the connection between training objectives, training content and teaching methods.
- (iii) Assesses the training programme including trainee interaction, assimilation problems, the motivation of trainers and trainees, discipline, familiarity with teaching methods, time scales for teaching, availability of material, programme sequences and their effect on the learning process and the programme curriculum.
- (iv) Behaviour of the trainees under learning pressure, measuring self-control, reaction to failure, etc.

There are a number of successful process evaluation methods based on both subjective and objective measures, including the analysis of empirical reports and trainers' and trainees' records. One of these methods is the actual observation of training programmes, e.g. by a supervisor with the use of an adequate battery of tests and inquiries, the validity of which can be improved by the adoption of time-line observation. The instrument can also be employed in the time-line display (e.g. in a steady time bar). The method has also been tested as a method of self-evaluation for trainers in association with video recordings of their own training programmes.

An evaluation of a more subjective kind has been developed for the exclusive use of trainers. To facilitate analysis and statistical procedures, the questionnaire is also available in a form suitable for computerisation. By strict observation of anonymity in the use of the form, apprehension on the part of trainees regarding its use has been largely eliminated.

Product evaluation

The appraisal of the end product is often considered to be the most important component in the evaluation of training programmes. This is emphasised in the ARPLA booklet (op. cit., p. 23) which defines the main aims of programme evaluation, as:

1. To find out whether or not we should continue to run this programme: the aim is to find out whether this programme is fulfilling a useful purpose. Therefore this type of evaluation needs to consider a cost-benefit approach. To analyse this relationship it is possible to use a check-list with the following key questions:

- (a) Did the programme achieve its stated objectives?
 - (b) Did the objectives relate to the real needs of participants and their employers?
 - (c) Were selected participants the ones most able to pass on the knowledge and skills received from the training?
 - (d) Did the course relate to the language competence of the trainees?
 - (e) Will trainees receive appropriate support after training to encourage them to use their newly acquired skills?
- 2. To find out how the programme evaluation can be used to change the contents of the programme by introducing new or other subject-matters, or to improve the way of presentation or organisation of the content materials. It could also identify improvements in the selection of participants. This function of programme evaluation is similar to the context/input evaluation.
 - 3. To determine ways of reducing costs: it may be possible to improve effectiveness for the same financial cost or to reduce costs without affecting the quantity of the programme.
 - 4. To stimulate and improve staff performance: evaluation gives the necessary feedback as a basic requirement of improving the trainer's performance in planning and/or presentation.

In addition to this objective programme evaluation, it is also necessary to evaluate the performance of trainees, concentrating on:

- (i) finding out what participants think they have learned from the programmes;
- (ii) assessing what the trainees have learned from the training using written or verbal tests;
- (iii) whether the trainee can use the knowledge and skills acquired through training to improve his performance;
- (iv) finding out whether the training has had a positive effect on the organisation as a whole.

Most of the instruments for measuring and evaluating training programmes or single events combine various methods. Annexures 1 and 2 are examples of both programme evaluation and the evaluation of single events (ILO, ARPLA booklet "Evaluation", op. cit., pp. 38-42). As the questionnaires in the Annexures must be answered by the trainees, they are exclusively subjective.

In the same way, Annexures 3 and 4 (International Trade Centre (ITC), op. cit., pp. 93-104), provide a subjective evaluation of group training programmes/events by focusing questions on the objectives, professional development realised, programme contents, training personnel, documents used, training methodology followed, administration of the events, programme facilities and contacts. The questions are designed to encourage the participants to express their views on the satisfactory or unsatisfactory presentation of the training programme. In addition, Annexure 4 provides for evaluation of individual study programmes. Both forms are complemented by personal interviews.

The Specialised College for Public Administration of the Federal Republic of Germany has designed a questionnaire for lecturers/trainers for use in connection with long training programmes, e.g. six months. The questionnaire contains mainly open questions with considerable latitude for answers. This form of questioning is particularly suitable in connection with the re-costing of programmes.

It is essential that all evaluations should conclude with a report to the responsible authority. Such a report provides useful programme history, documentation, and facilitates the long-range development of training programmes. Annexure 5 provides an example of this type of report (ITC, op. cit., pp. 105-107). A simplified instrument, aimed more at training cohesion and personal development, is represented by Annexure 6 (used by the Federal Institute for Labour in connection with Special Measures in 1986, Ref. V. 64).

Final evaluation reports should be drafted by the persons responsible for the training programme and must always be discussed with the trainers. At the same time it is suggested that a participative evaluation with both the trainers and trainees would be effective in reducing or eliminating problems such as the resistance of staff and trainees to training, misinterpretation of objectives, removal of resource constraints, etc. (see ILO/ARPLA, op. cit., pp. 12-16).

If training programmes are to be recognised as instruments of organisational and personnel development, it is necessary to institute intensive follow-up studies. This is particularly important where a trainee has obtained a qualification from the training and is then employed on duties which differ from those he carried out before the training. This transfer of acquired knowledge into practical situations is the ultimate objective of training. For this reason, "No training is complete without planned and controlled follow-up, ideally both by the trainer and by the trainee. This aspect of the training function is often the most neglected, yet it is of crucial importance in ensuring the success of any training activity, namely the transfer of acquired knowledge, skills, and attitudes into the day-to-day work situation of the trainee" (von Richthofen, W.F., op. cit., p. 18).

And ITC (op. cit., p. 90) emphasises that follow-up arrangements constitute a "secondary evaluation", pointing out: "In almost all training programmes/events the work accomplished leads naturally towards a number of appropriate follow-up activities, and therefore it may often be useful to carry out another evaluation exercise at a later date, in order to assess the effectiveness of these activities in relation to the original training activities from which they have been derived. Such a secondary evaluation also permits a further assessment of the impact of the original training programme."

Despite general recognition that development of curricular programmes starts from the experience of the trainees and is designed to improve their progression, both in terms of professional competence and their value to the organisation, there is very limited systematic follow-up study of training programmes. There are probably several reasons for this, for example:

- The acceptance of assessments restricted to finding out whether training activities have reached the defined training objectives; whereas an evaluation summary also tries to establish whether the training objectives have increased the quality of the professional input in the work situation.

- Follow-up studies, which of necessity must be carried out some time after the end of the training, involve additional expense, which is not always available.
- The difficulties of reconciling the attitudes of the trainee and his supervisor in regard to the value of the training, i.e. from the subjective point of view of the trainee and the objective view of his colleagues and supervisor.

The ILO/ARPLA booklet "Evaluation" (op. cit., p. 18) gives the following guide-lines for follow-up procedures:

- "Information is collected through structured interviews.
- The questions require an "open-ended" rather than a "multiple-choice" response, the responses being recorded descriptively rather than by the interviewer ticking items on a check-list.
- The interview should take place some six months (or even longer in some cases) after the training programme has been completed.
- If possible, the trainee's employer or supervisor should be interviewed as well.
- The interview should be conducted by someone with expertise in the trainee's particular field."

The follow-up evaluation should refer to the breaking-in period after the training; to the mastering of daily ordinary tasks and routines after the arrival of the trainee, as well as to the personal development of the trainees; for instance, concerning his desire for further advancement, his interest in innovative procedures and job mobility, etc. In many cases, follow-up assistance by the trainer or some other person responsible for training may not be possible. In such cases, trainees should be encouraged to institute self-evaluation procedures, for example, by exchanging experiences with other trainees, either on a country-wide or regional basis. In the Federal Republic of Germany, a self-evaluation procedure, based on training seminars for employment counsellors in the Federal Office for Labour has been used since 1966. They are used as "Multipliers" for the information of groups in the Regional Employment Offices. These arrangements are planned by trainers and trainees and provide for a systematic exchange of experience with the aid of empirical reports.

A somewhat different follow-up procedure has been established at the Federal College of Labour Administration in Mannheim (Federal Republic of Germany). The title of the follow-up programme, "Exercises in step with actual practice" is applied to vocational and careers counsellors (see Trinemeier, H.G. and Ertelt, B.J.: Practical Exercises at the Vocational High School of the Federal Institute in Mannheim, Journal "Arbeit und Beruf", 1978, 29, pp. 293-296. Ertelt, B.J.: Instrumente zur Analyse und Bewertung von Beratung und Information in der Arbeitsberatung und Berufsberatung College-paper, Mannheim, 1982 and 1986).

Customers were counselled by trainees under the supervision of a specially trained mentor; however, before this took place, the customers were questioned in written form about their wishes and expectations with regard to the counselling discussion, which was then video-recorded for subsequent analysis. Following the discussion, the customers, trainees, and the supervisor each completed a separate evaluation form. About three to six months after the counselling session, customers were sent a letter in which

they were asked to complete a further evaluation form. Following the comparative analysis of all these documents, etc., the trainee was able to appreciate, with the help of the trainer, the value of the training, counselling methods and the degree of success he had achieved through training.

Annexure 7 (ITC, op. cit., pp. 111-114) contains suggestions for the development of special instruments for follow-up examinations in the field of LAST. Finally, the success of follow-up activities "... means increased motivation, performance improvement, job satisfaction, and real change in the organisation. Only if this occurs is the training cycle itself successfully completed" (Von Richthofen, W.F., op. cit., p. 30).

SESSION EVALUATION FORM

(On the scales below circle the appropriate number)

TOPIC: _____

SESSION LEADER: _____

DATE: _____

RELEVANCE TO MY JOB:

Irrelevant				Relevant			Very Relevant
1	2	3	4	5	6	7	

QUALITY OF PRESENTATION:

Poor				Good			Excellent
1	2	3	4	5	6	7	

COVERAGE OF TOPIC:

Inadequate				Adequate			Complete
1	2	3	4	5	6	7	

DISCUSSION GENERATED:

Very Little				Ample			Much
1	2	3	4	5	6	7	

TIME ALLOWED TO SESSION:

Too much				Just Right			Too Little
1	2	3	4	5	6	7	

COMMENTS:

SESSION EVALUATION FORM

The organisers of the programme would be grateful if you would complete this form and return it at the end of the day.

TOPIC : _____

SESSION TIME : _____

SESSION DATE : _____

1. What is your opinion of the *content* of this session?

2. What is your opinion of the *presentation* of this session?

3. Do you have any other comments or suggestions?

TRAINING EVENT EVALUATION FORM

The purpose of this form is to provide the ITC Training Section with detailed information and comments on the training event you have just attended. This information will make it possible for ITC to make improvements in future programmes. Your assistance towards this aim is very much appreciated.

TITLE OF TRAINING EVENT :

LOCATION AND DATES :

OBJECTIVES

1. WHAT WAS YOUR PURPOSE IN PARTICIPATING IN THIS EVENT ?

This image shows a full page of primary-ruled paper. It features seven horizontal rows. Each row is defined by three lines: a solid top line, a dashed middle line, and a dotted bottom line. The rows are evenly spaced across the page, providing a guide for letter height and placement for young learners.

OBJECTIVES(continued)

2. AFTER PARTICIPATION IN THIS PROGRAMME, WERE YOUR OBJECTIVES MET ?

.....

WHAT IS YOUR GENERAL IMPRESSION OF THE EVENT YOU HAVE JUST ATTENDED ?

Excellent ☐

Satisfactory ☐

Good ☐

Poor ☐

PLEASE GIVE A SHORT EXPLANATION OF YOUR RATING

.....

.....

3. WHAT DO YOU THINK OF THE LEVEL OF THE COURSE ?

Too high ☐

Just right ☐

Too low ☐

PROFESSIONAL DEVELOPMENT

4. DO YOU FEEL THAT YOUR PARTICIPATION IN THIS PROGRAMME HAS MADE YOU MORE QUALIFIED PROFESSIONALLY ?

To a great extent ☐

To a sufficient extent ☐

To a small extent ☐

PLEASE LIST SPECIFICALLY THE PROFESSIONAL BENEFITS YOU HAVE ACQUIRED THROUGH THE PROGRAMME

.....

.....

.....

5. WHAT PRE- AND POST-EVENT ASSIGNMENTS DID YOU UNDERTAKE ? PLEASE COMMENT ON THE VALUE OF THESE ASSIGNMENTS IN TERMS OF PRACTICAL APPLICATIONS

.....

.....

.....

.....

PROGRAMME CONTENT

6. WHICH OF THE TOPICS IN THE PROGRAMME DID YOU FIND MOST VALUABLE
ACCORDING TO THE PROGRAMME OBJECTIVES AND YOUR PRESENT RESPONSIBILITY?

Do you consider they should
have been allotted more time

	<u>YES</u>	<u>NO</u>
a.	()	()
b.	()	()
c.	()	()
d.	()	()

7. WHICH OF THE TOPICS IN THE PROGRAMME DID YOU FIND LEAST RELEVANT
TO YOUR PRESENT RESPONSIBILITIES?

Should they have been left
out of the programme

	<u>YES</u>	<u>NO</u>
a.	()	()
b.	()	()
c.	()	()
d.	()	()

8. WERE THERE ANY RELEVANT SUBJECTS OR ASPECTS THAT WERE NOT ADEQUATELY
COVERED IN THE PROGRAMME ?

Yes ☐ No ☐

IF YES, LIST TOPICS WHICH SHOULD HAVE BEEN INCLUDED

- a.
- b.
- c.
- d.

PROGRAMME PERSONNEL

9. FROM WHICH INSTRUCTORS/SPEAKERS AND TOPICS DID YOU LEARN MOST ?

Instructors/speakers

Topics

.....
.....
.....

COMPOSITION OF THE TRAINING GROUP

10. (a) COMPOSITION : Appropriate mix ☐ Inappropriate mix ☐
 (b) SIZE : Too small ☐ A convenient number ☐
 Too large ☐

DOCUMENTATION

11. DURING THE EVENT YOU RECEIVED A VARIETY OF TRAINING MATERIALS INCLUDING HANDOUTS, LECTURE NOTES, ETC. WHICH OF THESE MATERIALS :

(a) WERE OF PARTICULAR USE TO YOU DURING THE EVENT ?

.....

(b) WILL BE OF SPECIAL USE TO YOU IN THE FUTURE ?

.....

(c) WERE OF LITTLE USE ACCORDING TO YOU ?

.....

METHODOLOGY

12. VARIOUS LEARNING METHODS WERE USED IN THE PROGRAMME. WHICH OF THE FOLLOWING DID YOU FIND MORE EFFECTIVE IN THE ACQUISITION OF NEW KNOWLEDGE AND SKILLS, USING A RATING FROM 1 TO 5 (5 BEING THE HIGHEST)?

Lectures	()	Visual aids	()
Group discussions	()	Pre-event assignment	()
Case studies	()	Project work	()
Field visits	()	Others, please specify :	

.....
.....

ADMINISTRATION

13. DID YOU RECEIVE IN ADEQUATE TIME THROUGH THE UNDP OFFICE (OR OTHER ORGANIZATION) THE FOLLOWING ?

	<u>YES</u>	<u>NO</u>
- Event announcement	()	()
- Pre-event assignment details (if applicable)	()	()
- Telex authorizing your travel (if applicable)	()	()
- Letter of acceptance, together with administrative instructions and conditions of participation (if applicable)	()	()

PROGRAMME FACILITIES AND CONTACTS

14. DID YOU HAVE SUFFICIENT TIME FOR AN INFORMAL PROFESSIONAL EXCHANGE OF VIEWS WITH YOUR FELLOW PARTICIPANTS ?

YES ☐ NO ☐

15. HOW DID YOU FIND THE CONFERENCE ROOM ?

Suitable ☐ Not suitable ☐

If not suitable, please explain :

.

16. WHAT SUGGESTIONS WOULD YOU PROPOSE TO IMPROVE THE PARTICULAR ARRANGEMENTS OF THE EVENT (i.e. MORE TIME FOR DISCUSSION WITH LECTURERS, GROUP WORK, MORE VISITS, MORE HANDOUTS, DIFFERENT LOCATION, ETC) ?

.

.

.

.

.

.

ACCOMMODATION

17. WERE YOUR LIVING ARRANGEMENTS SATISFACTORY ? YES ☐ NO ☐

If not, please explain :

FOLLOW-UP

18. WILL YOU HAVE AN OPPORTUNITY TO APPLY YOUR INCREASED KNOWLEDGE AND SKILLS ?

To a small extent ☐ To a full extent ☐ To a great extent ☐

19. WHAT RECOMMENDATIONS DO YOU PLAN TO APPLY IMMEDIATELY UPON RETURNING TO YOUR ORGANIZATION/INSTITUTION ?

- a.
- b.
- c.
- d.

20. WHAT KIND OF PROBLEMS DO YOU FORESEE IN IMPLEMENTING THE RECOMMENDATIONS YOU LISTED ABOVE ?

- a.
- b.
- c.
- d.

21. ON THE PART OF ITC, WHAT ADDITIONAL ASSISTANCE, IF ANY, WOULD YOU OR YOUR ORGANIZATION REQUIRE TO HELP YOU PERFORM YOUR WORK BETTER ? (Be as precise as possible)

.
.
.
.

ANY OTHER COMMENTS

22. YOUR PROPOSALS FOR IMPROVEMENTS IN THE PROGRAMME AND ITS IMPLEMENTATION WOULD BE WELCOME

.
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.
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.

PLEASE RETURN THIS COMPLETED EVALUATION FORM TO THE PROGRAMME CO-ORDINATOR

OR TO THE FOLLOWING ADDRESS :

Training Section
Division of Specialized Services
International Trade Centre UNCTAD/GATT (ITC)
Palais des Nations
1211 Geneva 10
Switzerland

EVALUATION FORM FOR INDIVIDUAL STUDIES

The purpose of this form is to provide the ITC Training Section with detailed information and comments on the study programme it arranged for you. This information will make it possible for ITC to make improvements in its programmes and your assistance towards this aim is very much appreciated.

NAME :

PROJECT NUMBER :

1. WHAT WAS THE AIM OF YOUR STUDY PROGRAMME ?

.
.
.

2. AFTER COMPLETING THIS STUDY PROGRAMME DID YOU ACHIEVE YOUR OBJECTIVES IN TERMS OF SKILLS, KNOWLEDGE AND EXPERIENCES ACQUIRED ?

YES ☐ NO ☐

3. WHO DESIGNED THE TRAINING PROGRAMME YOU HAVE UNDERTAKEN ?

YOUR SUPERVISOR ☐ ITC PERSONNEL ☐ YOURSELF ☐

OTHER, please specify

.

4. COMPARED WITH THE TRAINING ORIGINALLY RECOMMENDED IN YOUR NOMINATION FORM, WAS THE TRAINING PROGRAMME YOU EVENTUALLY ATTENDED

EXACTLY THE SAME ☐

SIMILAR ☐

COMPLETELY DIFFERENT ☐

If completely different, please specify :

.....
.....

5. AFTER YOU WERE NOTIFIED OF YOUR ACCEPTANCE FOR THE STUDY PROGRAMME, HOW MANY WEEKS BEFORE YOUR DEPARTURE WERE YOU INFORMED ABOUT DETAILED ARRANGEMENTS ?

1 - 2 weeks ☐

Over 4 weeks ☐

6. WAS THE INFORMATION YOU RECEIVED BEFORE YOUR DEPARTURE CONCERNING THE ADMINISTRATIVE ASPECTS OF YOUR FELLOWSHIP (E.G. TRAVELLING ARRANGEMENTS, REPORTING DETAILS, SUBSISTENCE PAYMENTS, ETC.) ?

SUFFICIENT ☐

NOT SUFFICIENT ☐

NO INFORMATION RECEIVED ☐

IF NOT SUFFICIENT, PLEASE SPECIFY WHAT WAS MISSING

.....
.....

7. DID THE TRAINING PROGRAMME COVER THE SUBJECT(S) YOU EXPECTED ?

COMPLETELY ☐

TO A SMALL EXTENT ☐

TO A LARGE EXTENT ☐

NOT AT ALL ☐

8. HOW RELEVANT DO YOU THINK THE PROGRAMME HAS BEEN TO YOUR WORK ?

TO A GREAT EXTENT ☐

TO A SMALL EXTENT ☐

TO A SUFFICIENT EXTENT ☐

NOT RELEVANT AT ALL ☐

9. WHAT DID YOU THINK OF THE GENERAL LEVEL OF THE TRAINING ?

MUCH TOO HIGH ☐

TOO LOW ☐

TOO HIGH ☐

MUCH TOO LOW ☐

JUST RIGHT ☐

10. WAS THE TOTAL DURATION OF THE STUDY TOUR COMPONENT OF YOUR PROGRAMME
TOO SHORT ☐ JUST RIGHT ☐ TOO LONG ☐

11. WAS THE STANDARD OF ACCOMMODATION DURING YOUR FELLOWSHIP
EXCELLENT ☐ ADEQUATE ☐ GOOD ☐

IF UNSATISFACTORY, PLEASE SPECIFY WHY

.....
.....

12. TAKING ALL FACTORS INTO CONSIDERATION, DID YOU FIND YOUR PROGRAMME
VERY GOOD ☐ GOOD ☐

IF UNSATISFACTORY, PLEASE SPECIFY WHY

.....
.....
.....

13. DO YOU THINK YOUR STUDY TOUR/FELLOWSHIP PROGRAMME COULD HAVE BEEN
IMPROVED UPON ? IF YES, PLEASE SPECIFY HOW ?

.....
.....
.....

14. WHICH SUBJECTS/TECHNIQUES/VISITS WILL BE MOST USEFUL TO YOUR FUTURE
RESPONSIBILITIES ?

.....
.....
.....
.....

15. WERE THERE ANY TOPICS/VISITS WHICH SHOULD HAVE BEEN GIVEN LESS IMPORTANCE ?

.....
.....
.....
.....
.....

16. WHAT TYPE OF FOLLOW-UP DO YOU INTEND TO CARRY OUT NOW THAT YOU HAVE COMPLETED THE PROGRAMME ?

.....
.....
.....
.....

17. IF YOU HAVE ANY COMMENTS ON ASPECTS WHICH WERE NOT COVERED BY THIS QUESTIONNAIRE, PLEASE GIVE THEM BELOW

.....
.....
.....
.....
.....

PLEASE RETURN THIS FORM TO :

Training Section
Division of Specialized Services
International Trade Centre UNCTAD/GATT
Palais des Nations
1211 Geneva 10
Switzerland

FORMAT FOR EVALUATION

Report on training event

The following applies to training events organized by ITC or by ITC in collaboration with another institution, except in cases where the co-sponsoring institutions will prepare the report on the event themselves.

A. Structure and formal layout

1. Cover page

- (a) Symbol - the document symbol is given by the ITC Documents Control.
- (b) Date of issue.
- (c) Title of report (including location and date for the training event).
- (d) Name of training event co-ordinator/report writer.
- (e) Project number.

2. "Donor box" (Page ii)

- (a) Financing government/organization.
- (b) Counterpart/co-sponsoring institution.

3. Contents (Page iii)

- Introduction or background
- Description of training event
- Summary of participants' evaluation of training event
- Event co-ordinator's findings, conclusions and recommendations
- Annexes - Annex I: Programme
 - Annex II. List of participants with addresses
 - Annex III. Evaluation questionnaire.

4. List of abbreviations used (Page iv) (only when necessary)

5. Introduction or background

This part should include the background to the training event, i.e. Government request, preceding activities, etc.

6. Description of training events

- (a) Objectives
- (b) Location of training event
- (c) Methods of instruction
- (d) Communication aids used
- (e) Programme (also refer to annex)
- (f) Participants (also refer to annex)
- (g) Instructors (also refer to programme in annex)
- (h) Opening and closing session

7. Summary of participants' evaluation of training event

- (a) How the evaluation was done
- (b) Their evaluation of the benefits to them
- (c) Evaluation of content
- (d) Evaluation of instructors
- (e) Evaluation of the duration of the training event
- (f) Choice of reading material
- (g) Pace of event
- (h) Time allotted to each topic
- (i) Methods of instruction
- (j) Secretariat/staff support/administration
- (k) Classroom and other facilities

8. Event co-ordinator's findings, conclusions and recommendations

- (a) Achievement of event objectives
- (b) Programme
- (c) Instructors
- (d) Participants
- (e) Recommended follow-up actions (what, when, where, why and sometimes, how)

9. Annexes

- (a) Annex I: Final programme
- (b) Annex II: List of participants with addresses
- (c) Annex III: Evaluation questionnaire

B. Number of pages

The report should normally not be longer than five typewritten pages plus annexes.

Ertelt, F.H.: Federation - Special Branch of Labour Administration, Mannheim, 1988.

Evaluation report for:

I. Concerning the selection procedure for participants.

1. According to what method were the participants chosen?
 - Comment/recommendation of supervisor(s)
 - Selection test (results)
 - Personal interview
 - Own wish of the candidate
 - Miscellaneous
2. (a) Which selection criteria were taken into account?
(b) To what extent were these criteria applied to the selection?
3. Have candidates been refused training? If so
 - (a) how many times?
 - (b) reasons.

II. Concerning the training plans, in particular the objectives, contents and duration of the training.

1. Have the training objectives been reached?
If not, which ones were not attained?
2. Did the training content coincide with the objectives?
3. Would other teaching periods or dates have been more appropriate?
(Please indicate separately extensions or abbreviations considered necessary.)
4. Have tests or efficiency examinations taken place? If so,
 - (a) state kind; and
 - (b) results.

(If no tests/efficiency examinations have been made please give the reasons.)

III. Relating to the realisation of the event

1. (a) Were appropriate training premises available?
(b) Have there been organisational problems?
2. (a) Were suitable trainers available in sufficient number?
(b) Was it difficult to recruit suitable trainers?
(c) Did any training problems (professional, disciplinary, personal) arise from the person of the trainer? If so, please give details.
3. What were the size of the groups carrying out the training events?
4. (a) Which were the principal methods used?
(b) Was it possible to achieve the methods as planned? Were there any alterations? (Give explanations.)
5. (a) Was there a methodical connection between theory and practical training?
(b) Which methods were applied in this respect?

IV. With regard to the conclusion of the training programme

1. How was the success of the programme established?
2. Numbers and results of successful and failed trainees.
3. Was it possible to reach the training objectives within the established time-limit? (Please answer specifically in regard to each objective.)
4. Would it have been possible to obtain a considerable improvement of quality by extending the programme? (Please give a precise indication.)
5. How do you assess the professional qualifications of the trainees after the conclusion of the programme?
6. What breaking-in period do you consider to be necessary after the conclusion of the training programme with regard to a particular service/duty? (Specify which one.)
7. Which follow-up training events do you consider as useful and necessary for the higher qualification of the collaborator?
8. Do adequate duties/appropriate fields of activity exist for graduates from the training programme?

EVALUATION OF PROGRESS AND APPLICATION OF TRAINING RESULTS
(Completed example)

NAME :

ORGANIZATION :

I. GENERAL IMPRESSION

What is your general impression now of the Applied Export Market Development Workshop that you attended in October/November 1984?

- (i) Excellent
- (ii) Good X
- (iii) Satisfactory
- (iv) Poor

Please give a short explanation of your rating.

I have acquired through the workshop the necessary skills needed for a more analytical and systematic approach to export promotion. It also gave me the opportunity to assess and evaluate my work as an Export Promotion Officer. Besides, the mini-market survey gave me an insight into the market conditions in Sweden.

II. BENEFITS

Please describe the important ideas, insights or approaches concerning export market development that you have gained from your visits. You should mention at least three in each week.

Week 1, Geneva

1. Application of the systematic approach for selection and service support for companies.
2. Selection of export markets.
3. The role of the EPO in dispensation of service support for companies.
4. Preparation for meetings with exporters.

Week 2, Target market country

1. Insight into the Swedish market for household wooden articles.
2. Potential for household wooden articles from Ghana.

3. Interviewing skills.
4. The significance of field survey information for the development of a marketing strategy.

Week 3, Geneva

1. How to tackle practical problems during market surveys.
2. Implementation of follow-up action and service needs.
3. Writing market survey reports.
4. Presentation of market survey reports.

III. APPLICATION - WITHIN YOUR ORGANIZATION

1. How did you bring your ideas, etc. to the attention of the Head of your Organization and to your immediate colleagues?

I made an informal presentation to the Executive Secretary who is the Head of the Organization after which a meeting of all Heads of Departments was called. It was then that I made a formal and detailed presentation. Besides, I have had several occasions during which I discussed some of my ideas with my immediate colleagues.

2. What decisions and results have been stimulated by your initiative?

Products groups have been identified and a programme based on the systematic approach has been drawn up. Given the appropriate service support it is expected that the companies yet to be selected would be able to develop these products for export in the next couple of years.

3. What additional actions are contemplated

(a) by the Head of your Organization?

The Head of my Organization who is a member of the Trade Advisory Board of the Trade Secretariat intends to promote the idea with this national Board.

(b) by you?

I will continue to play my role as a coach to ensure the successful implementation of the concept.

(c) by your colleagues?

My colleagues will contact other companies and assist them to develop and export.

(d) by external bodies?
e.g. Chambers of Commerce, Development Banks, etc.

The external bodies like the National Investment Bank, etc. would play key roles in the provision of service support.

4. What do you believe would be the outcome of 2. and 3. above?

It would lead to a growth of the acceptance of the concept of a systematic approach to export market development and eventually lead to an increase in the country's foreign exchange earnings.

5. What additional support may be necessary in your opinion to facilitate 4. above?

Absolute support from senior government officials and other organizations such as the financial institutions, chamber of commerce, etc.

IV. APPLICATION - WITH EXPORTER

1. As a result of your participation in this workshop, you will identify additional market and product information that the exporter should take account of. Please attach a copy of the mini-market survey report which you prepared for the exporter.

2. How did you bring this report to his attention?

I had a briefing session with the Managing Director of the company after which I presented a copy of the mini-market survey report for a more detailed study.

3. What was the result?

Some of the companies contacted during the survey are to be contacted by the home company as an immediate follow-up action.

4. What difficulties did you experience?

(i) Difficulty having appointments kept by the Managing Director.

(ii) Difficulty of convincing him about certain shortcomings of the company's products.

(iii) Difficulty in accepting the proposal action plan.

5. How do you propose to overcome those difficulties?

I will continue to press him for appointments and show him samples and prices of similar products collected during the mini-market survey. After this I will drive the point home as to the need to accept the action plan.

6. What further support do you now require?

I need to make regular visits to the home-company and for this I require means of transportation.

and from whom?

- from the Export Promotion Organization.

and before when?

- before the middle of 1985.

7. Have you worked with any other exporters since your return using an adapted version of the systematic approach? If so, please describe in detail what you have achieved so far.

NO

V. FURTHER ASSISTANCE

What additional assistance, if any, would help you to perform your current export market development work better?

I would need the assistance of trade promotion institutions such as the CBI, IMPOD, ITC etc in the field of marketing information with regard to opportunities for wood-based products.

VI. ANY OTHER COMMENTS

Please add any other comments concerning the programme content, duration, organization etc, which will assist ITC to organize similar future programmes.

The duration was rather too short.

VII. PROFESSIONAL DEVELOPMENT

If your participation in the Programme on Applied Export Market Development (September 1984 - March 1985) has contributed to your professional development, please indicate in what ways the Programme has been of value to you.

My participation in the programme has had remarkable impact on my professional development in the following ways:

- (i) I have acquired a more systematic and analytical approach towards my export market development work.
- (ii) I am also in a better position now to assess the potentiality of prospective exporters.
- (iii) It has exposed me to techniques of conducting market surveys and the practical problems involved.
- (iv) Presentation of reports.