

Yemen labour inspection audit
Joint outcome on labour inspection

LAB/ADMIN

**Labour Administration
and Inspection Programme**

Social Dialogue Sector

International Labour Office – Geneva

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List of abbreviations

ILO:	International Labour Organization
GDP:	Gross Domestic Product
SME:	Small and Medium-sized Enterprises
YRs:	Yemeni Rials
MOSAL:	Ministry of Social Affairs and Labour
OSH:	Occupational Safety and Health
GFTUY:	General Federation of the Trade Unions of Yemen (GFTUY)
FYCCI:	Federation of Yemeni Chambers of Commerce and Industry (FYCCI)
GALI:	General Administration of Labour Inspection
LI:	Labour Inspection
GCSI:	General Corporation for Social Insurance
CDA:	Civil Defense Authority
MOF:	Ministry of Fisheries
TC:	Technical Cooperation
ITCILO:	International Training Center of the ILO

Forward

This audit of the labour inspection system in the Republic of Yemen, which comes within the inter-regional technical cooperation project “Enhancing Labour Inspection Effectiveness”, is financed by the Norwegian Government. The audit was carried out in October 2009 at the request of the Ministry of Social Affairs and Labour, which is responsible for labour inspection in the Republic of Yemen. The purpose of this audit was to establish a joint action plan, with the government, for modernizing and strengthening the capacities of, the labour inspection system in Yemen within the framework of the international labour standards on labour inspection.

For this audit, the main concerned governmental institutions, the workers’ and employers’ organizations and the regional labour inspectorates were visited and some of the labour and occupational safety and health inspectors and directors were interviewed. The related legislations and available reports were reviewed.

This audit report describes the existing labour inspection system in Yemen, highlights some strengths and weaknesses and provides recommendations, related to matters such as the structure and function, human resources development, occupational safety and health, coordination and cooperation among the different concerned agencies. It is hoped that this audit will assist the constituents in enhancing the effectiveness of the national labour inspection system for achieving the country’s Decent Work Agenda.

The Labour Administration and Inspection Programme (LAB/ADMIN) of the ILO takes this opportunity to thank the Ministry of Social Affairs and Labour of the Republic of Yemen for their assistance and cooperation which facilitated the completion of this audit. We would also like to extend our thanks to the social partners and the General Corporation for Social Insurance for enriching this audit with additional information.

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I. Main economic, social and political elements

1.1. Country Context

The Republic of Yemen was established on May 22nd 1990 after the merging of the Yemen Arab Republic or North Yemen and the People's Democratic Republic of Yemen or South Yemen. It has a total surface area of 527,969 km² and an estimated population of 23,822,783 of which 45.2 per cent are below poverty line. Yemen is a young country with nearly 50 percent of its population below 15 years. Its GDP per capita is less than 600 US\$, where most of its economic revenue depends on declining oil resources. Besides its crude oil production and petroleum refining industry, Yemen includes a small-scale production of cotton textiles and leather goods, food processing manufacturers, handicrafts, small aluminium product factories, cement and the commercial ship repair industry. However, the country is trying to diversify its earning. In 2006, Yemen began an economic reform program designed to strengthen non-oil sectors of the economy and foreign investment. As a result of this program, international donors pledged about 5 billion US\$ for development projects. In addition, Yemen has made some progress on reforms over the last year that will likely encourage foreign investments.

With Saudi Arabia to its north and Oman to its east, Yemen has a coastal plain to its south of 1,130 km which makes fish one of its more abundant natural resources among petroleum, rock salt, marble, small deposits of coal, lead, nickel, copper and gold. Yemen also has a very fertile soil in the west.

Yemen suffers a 12.5 per cent inflation rate and an unemployment estimate of 35 per cent. Its labour force is 6.316 million where most are employed in agriculture and herding (54 per cent of the labour force). Only 11 per cent are employed in industry; whereas the service sector, construction businesses, and commerce account for less than one fourth of the labour force. The educated Yemenis have the highest unemployment rates: 44 per cent among those with intermediate level of education and 54 per cent among university graduates. The fast growth of the work force reflects mainly the effect of past high birth rates and the increasing readiness in recent years of Yemeni women to enter the labour market. The relatively slow growth of labour demand, on the other hand, reflects the limited job opportunities in the private sector and the saturation of the government as an employer of the last resort. Thus, the challenges ahead are enormous.

1.2. Main sectors and working hours

There are more than 400,000 enterprises registered in the Republic of Yemen, of which 24.8 per cent are public and belong to the government (100,695), and 74.6 per cent are private (304,131). Agriculture is the largest and most important sector of employment in Yemen, with 1,191,981 registered land holders and more than 3 million workers in this sector. It forms a large part of the country's exports and contributes to about 17.6 of the GDP.

The majority of the enterprises (about 88 per cent) have less than 5 workers, and 12 per cent only have more that this number. The detailed figures are in Table 1

below. The main economic sectors, as shown in Table 2, are retail trade and services, industry, oil and gas, construction and trade.

Yemen government's employees have a thirty-five hour work-week. They work seven hours per day, from Saturday to Wednesday. Yemen's Labour Law mandates a maximum of a forty-eight hour workweek in the private sector, with a maximum of an eight-hour day, but the majority of enterprises, which are mostly SMEs, operate ten to twelve hour shifts.

Table 1. The numbers and percentages of enterprises, by the number of their workers

Size of the enterprise by the number of workers	Number of enterprises	Percentage
Small Enterprises (1-4 workers)	358,654	88%
Middle Enterprises (5-9 worker)	18,935	4.7%
Large Enterprises (10 or more workers)	14,386	3.5%
Unidentified	15,502	3.8%
Total	407,477	100%

Table 2. The numbers of enterprises in Yemen, by the economic sector

Economic Sector	Number of Enterprises	Percentage
Agriculture and Herding	2919	0.7%
Industry, oil and gas	46456	11.4%
Construction	751	0.2%
Retail trade and services	342273	84.0%
Transportation and telecommunication	9541	2.3%
Monetary activities, Real estate, and rentals	5268	1.3%
Other	269	0.1%
Total	407477	100%

1.3. The workforce and minimum wage

The labour force of Yemen is estimated to be over 6 million where most are employed in agriculture and herding (54 per cent of the labour force). Only 11 per cent are employed in industry; whereas the service sector, construction businesses, and commerce account for less than one fourth of the labour force. About 98.6 percent of the enterprises' workers are Yemeni citizens and 1.4per cent are foreign workers. No foreign workers are known to be engaged in the agricultural sector, which employs more than 3 million nationals.

The minimum wage in the public sector is 20,000 YRs (about 100 US\$). Article 55/1 of the labour Law stipulates that the minimum wage for workers in the private sector should not be less than that of the civil servants. This wage usually does not provide a decent standard of living for a worker and his family. However, the skilled workers in the private sector earn a far higher wage.

1.4. Child labour

Although it has been prohibited since 1999, child labour is still one of the most serious labour problems in Yemen. The labour law states that the minimum employment age is fifteen years for the private sector, and eighteen years for the public sector. However, children between the ages of twelve and fifteen can work, given that they may get special permits. The Child Labour Unit at the Ministry of Labour rarely enforces the relevant legal provisions, so child labour remains widespread, especially in the agricultural sector and rural areas. Many children work in subsistence farming, due to family poverty. Children who are of school age may work in stores and workshops, sell goods and beg on the streets, instead of attending school. It was estimated that there were close to half a million working children, ages six to fourteen years, and that accounts for about ten percent of the total work force.

An international project for “Combating Exploitative Child Labour through Education and Sustainable Services” has been going on in collaboration between the MOSAL and the CHF International.

II. Legislative framework for the labour inspection

Article 24 of the Yemeni Constitution stipulates that the government shall ensure equal political, economic, social and educational opportunities to all citizens. In terms of legislation, the following are related to labour:

1. Labour Law 5/1995 and its amendments cover the private sector.
2. Civil Service Law, 19/ 1991 regulates employment in the public sector.
3. Civil Law 14/2002.
4. Trade Unions Law 35/2002.
5. Law 43/2005 for Wages and Salaries.
6. Insurance and Wages Law 25/1991.
7. Social Security Law 26/1991.
8. Rights of the Child Law 45/2002.
9. Law of Chambers of Commerce and Industry No29/2003.

2.1. Labour inspection

The Yemeni Labour Law issued in Presidential Decision No. 5 of 1995 is the main source of the labour inspection legislation in the Republic of Yemen. This law applies to all workers, except the following categories:

- i. The civil servants, who are only covered by the occupational safety and health provisions and excluded from all the other provisions of this law.
- ii. The members of the Armed Forces.
- iii. Temporary workers.
- iv. The employers' dependants.
- v. Domestic workers.
- vi. Workers in agriculture.

The agricultural workers in Yemen, who form the vast majority of the workforce in the country, are not covered by any other law concerning their employment and OSH.

This law defines the responsibilities and obligations of the labour inspectors in Articles 123 to 126. Specifically, Articles 123-125 state as follows:

Article 123: Labour inspectors shall:

- a. supervise the application of labour legislation and regulations, of contracts and agreements, and of all instruments issued by the Ministry, including orders and written notification to employers regarding violations and requests for remedial action, and draw up records of violations, if they are repeated, in preparation for their referral to the competent Arbitration Committee;
- b. prepare detailed reports on the results of every inspection visit, supported by such opinions and suggestions as may assist in remedying any shortcomings;
- c. participate in establishing an understanding of relationships between workers and employers and provide them with information to enable them to understand the provisions of labour legislation and their proper application.

Article 124:

1. Inspection of workplaces shall be conducted by officials of the Ministry and its offices. They shall be vested with judicial authority to apply the provisions of this Code and the regulations and orders issued there under. They may, if necessary, call upon the services of experienced doctors, engineers and technicians.
2. Inspectors shall perform their duties individually or in a group. They shall keep such enterprise secrets as may be disclosed to them on account of their work. This obligation shall continue after termination of their service.

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3. Inspectors of the Ministry of Health shall supervise the application of the rules and procedures relating to occupational health. They shall submit regular reports to the Ministry and to the other competent authorities.
 4. Labour inspectors and inspectors of the Ministry of Health shall be provided with cards establishing their identity and duties. They shall carry such cards during the performance of their duties and shall show them to the parties concerned whenever necessary.
 5. Inspection regulations shall govern the forms and notifications relating to violations and procedures for drawing up records of violations.

Article 125: Labour inspectors shall, prior to entering office, take the following oath before the Minister or his representative:

“I swear by almighty God to perform my occupational duties with full integrity and loyalty and complete impartiality, without divulging such occupational, industrial and commercial secrets as may be disclosed to me during the exercise of my functions”.

The powers of the labour inspectors, as stipulated in Article 126 of the labour law, are:

- a. to enter any workplace at any time during working hours, observe ongoing operations, examine documents, contracts and registers related to work and ensure that no violation of the provisions of labour legislations, regulations and rules is being committed;
- b. to stop, as a precautionary measure, any machine which is a source of danger by requesting the Minister to issue an order to that effect for a period not exceeding one week. The Minister shall refer the matter to the competent Arbitration Committee if such period is to be extended or if a request for total stoppage is submitted
- c. to take samples from the workplace for the purposes of occupational health and safety inspection and examine any documents related to work and workers during the performance of inspection duties;
- d. to take samples from the workplace and obtain any documents or photocopies which the inspection may require
- e. to participate in establishing an understanding of relationships between workers and employers and provide them with information to enable them to understand the provisions of labour legislation and their proper application.

On the other hand, Article 127 stipulates the following concerning the protection and compensation of the labour inspectors:

1. The Ministry shall provide the necessary protection for labour inspectors during the performance of their duties and thereafter in such manner as it deems necessary to ensure their protection.
2. Where a labour inspector is assaulted or incurs physical or prejudice as a result of the performance of his inspection duties, the Ministry shall, on his behalf, file a case with the competent court to claim compensation and shall bear all the expenses resulting from the proceedings.
3. In consideration of their efforts to ensure the sound application of labour legislation, labour inspectors shall be entitled to an allowance to be determined by the Minister.

2.2. Occupational safety and health

The occupational safety and health activities in Yemen are organized by Chapter 9 of the Yemeni Labour Law, the articles of which require employers to take all precautions necessary to ensure that workplaces are safe and healthy, and defines MOSAL's OSH functions as follows:

1. Ensuring that OSH measures and precautions are applied as per the legal requirements.
2. Providing the employers with advocacy and guidance concerning OSH matters.
3. Organizing OSH training courses and awareness raising programs.
4. Ensuring the flow of information and exchange of technical knowledge and experience among OSH departments in the enterprises.
5. Collection and analysis of data related to OSH; work in injuries and occupational diseases and identifying means of their prevention.

Article 118/2 of the labour law gives the inspectors the right to ask for a ministerial decision for temporary suspension of any machine considered as a source of hazards for one week. The minister should refer the matter to the Arbitration Committee if suspension needs to be extended.

According to Article 121 of the labour law, the employer shall bear all financial responsibilities concerning work-related injuries and diseases of his/her employees. Article 114 of this law stipulates that the employers shall keep records of such injuries and diseases, notify the concerned authorities of them and report them to MOSAL when required.

2.3. Sanctions and administrative measures

The sanctions under the Yemeni Labour Law, in case of violations, range from 500 to 20,000 YRs (about 2.5 to 100 US\$) or imprisonment for a period not exceeding three months. In case of OSH violations, the inspectors may request a ministerial decision for temporary suspension of any machine, thought to be a source of hazards, for not more than a week. If violations are not removed during this period the matter may be referred by the minister to a "Specialized Arbitration Committee" for longer, or permanent, suspension.

III. The labour inspection system and structure in MOSAL

The labour inspection in Yemen is under the Ministry of Social Affairs and Labour (MOSAL), which has been restructured four times since 1990. It used to be the Ministry of Labour and Vocational Training (1990-1993), and then the Ministry of Insurance, Social Affairs (1993-1997), to Ministry of Labour and Vocational Training (1997-2001) and Ministry of Insurance and Social Services, and from 2001 up to this date the Ministry of Social Affairs and Labour with a separate Ministry of Technical Education and Vocational Training established in 1998 and with Social Insurance attributed to the Ministry of Civil Service. These changes and

redeployments have had negative repercussions on the performances and capabilities of the Ministry's employees, as well as the coordination process between the different Directorates concerned with the labour force sector. MOSAL combines two parts, a social affairs part, which includes the social welfare and the social development divisions and responsible for the poverty reduction, social protection and special groups and the labour part which has a manpower division and a labour relations division and is responsible for all issues concerning labour and employment.

The labour relations division of MOSAL consists of the following general administrations, each of which houses a number of administrations:

1. The General Administration of Labour Inspection.
2. The General Administration of Occupational Safety and Health.
3. The General Administration of Labour Relations.
4. The General Administration of Trade Unions.

MOSAL is represented by a regional social affairs and labour office in each of the provinces and governorates of Yemen with a total of 21 offices all over the country. Each office comprises the following administrations:

1. The administration of employment and recruitment.
2. The administration of labour inspection.
3. The administration of labour relations and disputes.
4. The administration of child and women labour.
5. The administration of statistics.

The administration of labour inspection has the following departments:

1. The Department of Inspection.
2. The Department of Warrants.
3. The Department of Follow-up.

The labour part of MOSAL, both the manpower and the labour relations divisions including the labour inspection, is underperforming due to lack of resources. The senior officials in charge of those divisions attribute their poor activities to the consumption of the major part of MOSAL's budget by its Social Affairs part at the cost of the other labour part, whose share of the budget is limited to the staff salaries.

The structure of MOSAL is shown in Annex 1.

IV. ILO Conventions ratified by the Republic of Yemen

The Republic of Yemen ratified thirty ILO conventions, but denounced in 2000 the Convention No. 15 on Minimum Age (Trimmers and Stokers). The Convention No. 81 on Labour Inspection and the eight core conventions are among the ratified conventions, but the Convention No. 129 on Labour Inspection (Agriculture), the Convention No. 150 on Labour Administration and the Convention No. 155 on Occupational Safety and Health are not among them.

V. Industrial relations and tripartite structures

The workers of Yemen are represented by the General Federation of the Trade Unions of Yemen (GFTUY) and the employers are represented by the Federation of Yemeni Chambers of Commerce and Industry (FYCCI). Both federations complain of the weaknesses of the national labour inspection system and of the lack of their involvement in the labour inspection and other related activities.

5.1. The General Federation of the Trade Unions of Yemen (GFTUY)

The Yemeni trade unions movement started in 1940, and the first trade union was established in 1956, but the Federation started to take shape by 1984 and it was only between 1990 and 1993 that it was fully institutionalized, with its headquarters established in Sana'a. The Ninth General Trade Union Conference was held in March 2008, and considered the first Conference after the unification of Yemen. The Recommendations of the Conference focused on strengthening the trade union movement towards more independent and democratic representations, promoting protection of acquired rights and freedom of association, participating in socio-economic decisions related to social security, wages policy, and improving living and working conditions and improving social dialogue, tripartism, and collective bargaining and negotiation skills.

GFTUY is formed of 13 general trade unions which include 3,000 labour unions committees with about 700,000 members. It has 15 branches all over the country, one in each governorate. Each general trade union represents workers in one sector/profession in both the public and the private sectors. GFTUY is independent and does not have any form of interference in its activities and decisions, but its budgets are subject to governmental audits as it receives financial support from the government.

GFTUY is represented in:

- i. The Labour Council.
- ii. The Higher Commission of Civil Service.
- iii. Reconciliation Committees.
- iv. The Committees of Wages and Salaries.

v. The Board of Directors of the Social Insurance Corporation.

According to GFTUY, the labour inspection in Yemen is very weak and may be considered absent from the practical point of view. It does not provide the minimum level of protection of the workers' rights. The labour inspectors are useless in this respect as their low salaries invites corruption. There was a reference to some complaints of the workers of lack of neutrality of the labour inspectors while dealing with the labour complaints. The workers always felt that the inspectors are in favour of the employers. The staff of GFTUY stated that the government does not involve them in the labour inspection issues.

The head of GFTUY expressed the need for the training of his staff while mentioning capacity building concerning labour issues, in general, and labour inspection, in particular.

5.2. The Federation of Yemeni Chambers of Commerce and Industry (FYCCI)

This Federation represents both the private and the public sectors (80 per cent private enterprises and 20 per cent public enterprises) in Yemen. It embraces 21 member chambers of commerce and industry, one chamber in each governorate or province of the country. The Federation is represented in the National Labour Council and the Reconciliation Committees.

The services rendered by the Federation to its members, and to the enterprises are very limited. The weak financial situation of most of the chambers does not allow for the recruitment of high-level capacities which in turn weakens the position and the role of these organizations. Furthermore, the difficult economic situation prevailing in the country is putting too much pressure on the private enterprises which find it practically difficult to fulfil their financial obligations as members of the chambers. This situation has been intensified, according to the staff of the FYCCI, in 1998 by the government's decision to stop cooperating with them in collecting the membership fees from the employers through directly deducting them by the Customs Department, along with the customs fees, and transferring the money to the FYCCI. Those in charge of the FYCCI believe that the government is alienating the workers organizations and deliberately imposing obstacles and difficulties aimed at weakening the FYCCI.

Lack of resources makes their labour activities, including their participation in the ILC very limited.

The employers' representatives complain of the "uncivilized behaviour" of the labour inspectors, who "act like policemen" during the inspection visits. The FYCCI gets from its members a negative feedback on the labour inspectors, including cases of corruption. The Federation's staff also complained of lack of awareness of labour inspection and other labour issues and expressed the need for capacity building and awareness raising among the members, who are mostly illiterate.

5.3. Tripartite structures related to LI

5.3.1. The Labour Council

This council was established in accordance with Article 11 of the labour law. It is composed of members from MOSAL, the Ministry of Education and Vocational Training, the Social Security Corporation, the Trade Unions and the Chambers of Trade and Industry. It is in charge of the policies related to:

1. Laws and legislations related to labour and social security.
2. The general policies related to wages and allowances.
3. Vocational and technical training of workers.
4. This council has been inactive since 1997.

5.3.2. The Arbitration Committees

These committees are composed of members from MOSAL, the Trade Unions and the Chambers of Trade and Industry. They look into collective labour disputes. An Arbitration Committee exists in each of the governorates all over the country.

5.3.3. The Vocational Training Fund

This fund supports the activities related to training and qualifying the Yemeni nationals for work, as well as those related to improving working conditions and making them attractive to the nationals. The Board of Directors of this fund include members from MOSAL, the Ministry of Education and Vocational Training, the Trade Unions and the Chambers of Trade and Industry.

VI. Labour inspection, main features

6.1. General description

The labour inspection is the main responsibility of the General Administration of Labour Inspection (GALI), which consists of the following administrations:

1. The Administration of Industrial Labour Inspection.
2. The Administration of Coordination and Follow up.
3. Twenty Labour Inspection Administrations within the labour offices in the twenty governorates of the country.

6.2. Human resources and career development

There are forty-one labour inspectors in MOSAL, all of whom are university graduates, either in law or public administration. Fourteen of those inspectors, as shown in Table 3 below, are directors of regional labour offices, who are not directly involved in LI activities.

Table 3. The numbers of labour and OSH inspectors in MOSAL

Location	Director		Inspector		OSH Inspectors	
	Male	Female	Male	Female	Male	Female
Headquarters	2	-	2	-	1	2
Sanaa' Labour Office	1	-	9	-		2
Ta'az	1	-	1	-	2	2
lb	2	-	1	-		
Aden	1	-	2	-	2	2
Hadramout	1	-	4	-	2	2
Ma'reb	-	-	1	-		
Shabwa	-	-	1	-		
Hudaida	-	-	1	-		3
Thamar	-	-	1	-		
Sa'ada	1	-	1	-		
Amran	1	-	-	-		
Al-Jawf	1	-	-	-		
Al-Dale'	1	-	-	-		
Hajja	1	-	2	-		
Total	14	0	27	0	7	11

6.2 1. Recruitment

The labour inspectors are recruited as civil servants in accordance with the Civil Service Law No. 19 of 1991, which stipulates that applicants for civil service vacancies should be of Yemeni nationality, medically fit and qualified for the vacancy applied for. The civil servants are not tested before appointment, but they remain under probation for a period of 6 months from the date of appointment. The newly recruited labour inspectors do not undergo any formal training, but they accompany their senior colleagues as trainee inspectors for practical training for variable periods of time. Their performance is evaluated by the judgment or opinion of the direct supervisor or director. There is no clear system for such an evaluation. The Civil Service Law which applies to all civil servants, including the labour inspectors, include disciplinary measures in case of under- or mal-performance, which may include referral to the Disciplinary Council, deprivation of some allowances or suspension of work. After the training, the inspectors take the oath before the minister or his/her representative and then they receive their inspector's badges.

6.2.2. Salaries and allowances

The salaries of the labour inspectors in Yemen are the same as other civil servants. The average salary of a labour inspector is about 30,000 YRs (about 150 US\$), which is not enough to provide the basic requirements for a very small family. Thirty per cent of the penalties collected by the employers is deducted by each regional labour office, 10 per cent of which is paid to the inspectors as an additional allowance. As a result, each inspector gets about 5,000 to 10,000 YRs per month (about 25 US\$ to 50 US\$) added to his/her salary.

6.3. Labour inspection function and visits

Labour inspection plans are prepared every year on a sectoral or geographical basis. The plans determine the sector or the area to be inspected each month of the year, but they do not specify the enterprises to be inspected. The labour inspectors are required to prepare their inspection reports on daily basis in accordance with specific forms and checklists, but the inspectorates prepare their reports on annual basis.

The labour inspection in the oil field has special procedures, as this sector is given the priority and targeted by labour inspection because of its importance to the national economy (according to the officials of MOSAL), and the large number of foreign workers it employs in comparison with the other sectors. Teams constitute a joint effort and are comprised of:

- i. A central labour inspector.
- ii. A labour inspector from the labour office within the Ministry of Oil and Mineral Resources. This office issues work permits for foreign workers and its staff is comprised of five people from MOSAL in addition to a labour inspector.
- iii. A representative of the Passports Department.
- iv. A representative of the Ministry of Oil and Mineral Resources.

The activities of those teams take the form of missions, each of which extends to one to two weeks during which oil companies in a region or an oil field are targeted. Those companies provide the transportation, lodging and meals for the whole team for the duration of the mission.

6.4. Labour inspection at the regional level

The activities of the labour inspectors at the regional level are not planned, but decided randomly on daily basis without any link with, or supervision by, the central authority. Each inspector is required to submit to the director his daily plan on the same day prior to departing the office. In this plan, he should specify the geographical sector he is going to inspect without a need to specify any enterprise. The director issues a written order without which the inspector may not leave the office for inspection. The inspection reports are required to be submitted to the director the next day before getting a new order. The authorization is valid for one enterprise with two inspectors as a minimum. But more than one authorization can be

obtained at the same time if more than one enterprise is intended to be inspected. The average number of inspections is two visits per day for each team of inspectors.

In case of violations, the labour inspectors may issue a written warning which may be followed by final warning then penalty, if the employer does not respond to the inspector's instructions in rectifying the situation and removing the violations. In this case, the employer is called to the social affairs and labour office in order to pay the fine. If the employer does not willingly come, the officer may write to the judicial police requesting a summons of the employer.

The male labour inspectors do not usually inspect the workplaces where the employees are predominantly women, and such places are inspected by female inspectors. However, due to the shortage of female inspectors, sometimes other female staffs of MOSAL are delegated inspection responsibilities to conduct required inspection in such places. Such staffs don't undergo any type of relevant training.

The interviewed inspectors complained of the lack of cooperation from the employers who do not pay attention to their recommendations and instructions due to their lack of awareness of the labour issues in general and labour inspection in particular.

6.5. Logistic support and documentation

The minimum logistic requirements for labour inspection are not available for any of the labour inspectors in the country. There are no transports. Inspectors get a transportation allowance of 4,000 to 5,000 YRs (about 20 US\$ to 25 US\$) per month, which may be enough to cover transportation costs for 4-6 days only. They mainly use the public transports, which usually do not reach the industrial and remote areas. Therefore, the enterprises reachable by the public transports are mainly targeted for labour inspection and other distant enterprises are usually avoided.

MOSAL does not have any form of registry of the enterprises operating in the country. Sometimes files for the inspected enterprises are kept in the concerned regional inspectorate.

The inspectors have no access to computers or internet and all inspection activities are manual. The inspectors also use their own mobile phones whenever needed. Expenses incurred by the inspectors for work related purposes are not reimbursed.

6.6. Labour disputes

The labour disputes, both individual and collective, are usually handled by the labour inspectors, but, according to the Yemeni Labour Law, both parties, or their representatives, shall try at first to settle the dispute amicably through negotiation for a maximum period of one month. A record of the meeting shall be drawn up, signed by both parties and kept confidential. Where no amicable settlement can be reached, the matter shall be referred to the Ministry or its competent office which shall summon the parties with a view to settling the dispute within a period not exceeding two weeks as from the date of referral. Where mediation fails to resolve the subject of the dispute finally, either party may submit it to the competent Arbitration Committee within a maximum period of two weeks from the date of the minutes recording the failure of mediation. The Arbitration Committees are empowered to

summon any person for questioning, to order the hearing of testimony under legal oath and to examine all such documents or data as they deem necessary.

Article 131 of the labour law stipulates: One or more Arbitration Committees shall be established by order of the Minister in the capital and in each of the governorates of the Republic to settle labour disputes, and shall be composed of a representative of the Ministry, as Chairman, a representative of the employers nominated by the General Federation of Chambers of Commerce and Industry, as member and a representative of the workers nominated by the General Federation of Trade Unions, as member.

The Arbitration Committee is authorized, in accordance with Article 132 of the labour law, to deal with:

- a. Such disputes and conflicts as may arise between employers and workers in connection with the application of this Code, rules and regulations made there under, contracts of employment, and collective agreements.
- b. Violations referred to them in connection with workplace inspection.
- c. Any other matters in respect of which the relevant laws provide that they fall within the competence of the Arbitration Committees.

The awards of the Arbitration Committees, as stipulated in Article 135, shall be final and shall not be subject to appeal in all cases concerning amounts not exceeding 30,000 YRs (about 150 US\$), the suspension of orders for dismissal and the imposition of fines on workers. Other awards may be appealed before the "Labour Division" at the courts of appeal, which are established in the capital and in each of the governorates of the Republic of Yemen, as per Article 140 of the labour law.

6.7. Coverage of LI Services

The LI activities cover very small percentages of the existing enterprises and very small number of workers benefit from those activities at the national level as the majority of the resources of labour inspection in the country are directed to the oil sector although it is considered as one of the most compliant sectors with both OSH and labour legislations. The annual reports of GALI for 2007 and 2008 does not refer to any inspection visits out of the oil and gas sector. It only included the inspection visits conducted in this sector and the resultant outcome in terms of amounts of money collected as fines, as shown in Table 4 below.

Table 4. The LI activities and the amounts collected fines (All in oil field)

Activity	2007	2008
Inspection visits	21	62
Collected fines in YRs	3,928,000 (19068 US\$)	3,500,000 (16990 US\$)
Settled collective disputes	4	4

VII. Other institutions

7.1. The General Corporation for Social Insurance (GCSI)

GCSI was established in 1987 by the law No. 17, which stated that it should have a tripartite management through representing the workers' and the employers' organizations in its Board of Directors. Its activities are organized by the Social Insurance Law No. 26 of 1991. The main objectives of GCSI are to provide workers with psychological and financial stability, which contributes to better productivity, providing social protection and helping in securing decent life for the insured and their families and promoting labour relations.

The social insurance system in Yemen provides old age, death and non-occupational total disability insurance, but it does not cover occupational injuries and diseases. The Social Insurance Law applies to all workers regardless of the type of employment and 15 per cent of the monthly wage is contributed for the insurance it provides, 6 per cent by the employee and 9 per cent by the employer.

GCSI has a separate inspection system to ensure that the enterprises to which the Social Insurance Law applies comply with it and contribute to the social security fund. The inspection activities are under the General Administration for Central Inspection, which has 58 inspectors all over the country, distributed in 7 regional Social Insurance Offices. The number of the enterprises covered by the social security system are around 4,000 (about 1 per cent of the existing enterprises), employing about 80,000 workers (about 1.3 per cent of the national workforce). The majority of the inspectors of GCSI has no access to computers and has no logistic support for performing their duties. Their performance, according to the director of inspection, is very low in quality and quantity, due to lack of training and logistic support, such as transportation. There is no cooperation or coordination with MOSAL concerning inspection.

7.2. The Civil Defense Authority (CDA)

The Civil Defense Authority is under the Ministry of Interior. It includes the "General Administration of Prevention and Self Protection", which has some occupational safety and health activities performed by its safety and health specialists who conduct three types of inspections of the enterprises:

- Preliminary inspection at the stage of licensing the new enterprises to make sure that the safety and health requirements are fulfilled during the design and establishment stages of the enterprise.
- Routine periodic inspection.
- Inspection upon the employers' request for guidance, and advocacy on safety and health matters or for certification, as required by a third party.
- Beside inspection, the CDA provides the enterprises with onsite training on safety precautions, fire fighting and first aid. Lack of human and material resources is the main difficulty faced by the CDA which has 7 technical staff only, 3 in Sana'a and 4 in Aden.

7.3. The Ministry of Fishery Wealth

The fishery sector is considered to be a major one in the republic as it contributes to almost half of the Gross Domestic Product (GDP). It is a basic source of generating and developing export revenues and it is a good source of income generation for about 350,000 people (2.5 per cent of the population) benefiting either from the job opportunities created or through involvement in the added value activities related to services, production, marketing and preparation. The Ministry of Fisheries (MOF) is in charge of regulating and monitoring the fishing activities in the country through its 9 offices in the coastal cities of Yemen. There are about 70,000 fishermen and 25,000 fishing boats licensed by MOF, to whom it provides services, such as securing the fuel for the boats and providing the fishermen with ice for storing their catch. The inspectors of MOF monitor the fishing sector to ensure that the fishing regulations and laws are complied with, but they do not have any form of labour inspection. This sector is covered by the Yemeni Labour Law and should be covered by labour inspection, but it is completely neglected from the practical point of view.

VIII. Occupational safety and health

The occupational safety and health activities of MOSAL are under the General Administration of Occupational Safety and Health (GAOSH), which also direct a considerable part of its resources to the oil sector, as the main sector targeted by the OSH activities.

8.1. The General Administration of Occupational Safety and Health

GAOSH enjoys partial financial independence, as it has a separate budget within the general budget of MOSAL. Each year, GAOSH is required to submit an estimation of the expected expenditures in the year ahead which is sent, along with the budget of MOSAL, to the administration of finance for approval. In 2008, the budget of GAOSH was 36 million YRs (about 175,000 US\$), which included the following:

1. The overtime allowance for the staff.
2. Rents and services for the premises of the central and regional offices.
3. Medical equipments and disposables used for medical check up of workers.

In addition to the budget mentioned above, GAOSH has got the approval of the cabinet to use certain amounts of its services fees, 500 YMs from each national worker and 10 US\$ from each foreign worker, as follows:

1. 40 % as incentives and allowances for GAOSH staff, including inspectors.
2. 30 % for the development and promotion of the services
3. 5 % for the higher committee for OSH.
4. 10 % for workshops and training.

The estimated annual income of GAOSH is about 90 million YMs, (about 437,000 US\$) which are collected as charges and fees for pre-employment and periodic medical checkups. This department conducts about 7,000 medical checkups and tests every year (5,000 nationals, and 2,000 foreigners). Under the Yemeni Labour Law, both pre-employment and periodic medical examinations are obligatory for all Yemeni and foreign workers, in both private and public sectors. Such checkups are mainly physical and laboratory. GAOSH does not have any facilities for basic functional tests such as spirometry and audiometry, which measure the respiratory and hearing functions, respectively.

The staff of GAOSH stated that one of the problems they face is the contradiction of their responsibilities with those of the Ministry of Environment which has no facilities for conducting proper medical checkups, but it issues the relevant certificates without carrying out any practical tests.

GAOSH comprises of the following administrations, as shown in Annex 2:

1. The administration of Occupational Safety.
2. The administration of Occupational Health.
3. The administration of Awareness-raising, Education, and Guidance.
4. The administration of Finance.

GAOSH lacks the human and tangible resources required for proper functioning. It has only one physician (General Practitioner). It has some equipment for monitoring the physical pollutants in the workplace, such as noise, illumination, heat and moisture.

The General Administration of Occupational Safety and Health operates in various governorates and employs a total of 35 professional staff, including the physician, OSH inspectors, laboratory technicians, and others. There is a need to upgrade the institutional capacity of MOSAL, to enable it carry out its safety and health responsibilities effectively. Among the professional staff, there are 12 OSH inspectors all over the country. Few of them are directors who do not conduct inspection visits. The activities of GAOSH during 2008 are shown in Table 5 below.

Table 5. The central and regional activities of GAOSH in 2008

Activity	2007	2008
Pre-employment Medical Examinations	21097	Pre-employment Medical Examinations
Periodic Medical Examinations	1675	Periodic Medical Examinations
Field Inspection Visits	2891	Field Inspection Visits
Awareness-raising Activities	543	Awareness-raising Activities

8.2. The Higher Committee for Occupational Safety and Health

The Higher Committee for Occupational Safety and Health was formed in accordance with Article 117/1 of the labour law. It is the main body in charge of OSH policies at the national level. It is chaired by the Minister of Labour with its membership consisting of the following:

1. The Secretary General of the Ministry of Social Affairs and Labour.
2. The Secretary General of the Ministry of Health.
3. The Secretary General of the Ministry of Construction.
4. The Secretary General of the Ministry of Industry.
5. The Director General of the General Corporation for Social Insurance.
6. The Director General of Occupational Safety and Health.
7. The Trade Unions.
8. The Chambers of Trade and Industry.

But this committee has been inactive for several years due to lack of incentives and financial resources.

8.3. Occupational injuries and diseases

The occupational injuries and diseases are under-reported. While most of the work injuries are not notified, none of the work related diseases are notified as they are usually not identified or diagnosed, mainly due to lack of human and technical resources. Table 6 below shows the numbers of work-related injuries recorded in 2008 by their sites and Table 7 shows them in 2007 and 2008 by their outcome.

Table 6. Occupational injuries reported in 2008 by their site

Site of Injury	Males	Females	Total
Head	90	10	100
Face, Nose and Cheeks	125	12	137
Eyes	216	64	280
Back, Chest and Abdomen	153	37	190
Shoulders and Forearms	130	25	155
Fingers	976	250	1226
Hands and Wrists	160	20	180
Legs and Thighs	135	12	147
Feet and Ankles	146	17	163
Toes	560	90	650
Others	31	-	31
Total	2722	537	329

Table 7. Occupational injuries reported in 2008 and 2007, by their outcome

Outcome	2008		2007	
	Number	Percentage	Number	Percentage
Full recovery	3128	95.99	1035	94.78
Partial disability	106	3.25	43	3.94
Total disability	6	0.18	5	0.46
Death	19	0.58	9	0.82
Total	3259	100%	1092	100%

IX. Findings

9.1. General comments

The General Administration of Labour Inspection at the Ministry of Social Affairs and Labour has been one of the weakest and least resourced departments of MOSAL.

There is no national labour inspection policy or strategy and the scant resources available for LI are scattered and not properly used.

There is no database or any form of registry of the existing enterprises in the country, which makes labour inspection more difficult and proper planning impossible.

Most of the available labour inspection resources and activities are directed to the oil and gas sector, where there are higher levels of compliance and which is considered a low risk sector in comparison with other sectors, but the officials justify targeting this sector by its importance to the national economy and the larger number of foreign workers it employs.

There is no specific budget allocated for the labour inspection. The financial resources of MOSAL, according to senior officials, are mainly consumed by its social affairs division and nothing is left for the labour division other than the staff salaries. According to them, this matter hinders the development and planning of all labour activities of the ministry.

The Republic of Yemen did not ratify the Convention No. 129 on Labour Inspection (Agriculture), although its situation and the great proportion of the workforce engaged in the agricultural work make the ratification and application of this convention more needed. The country also needs to ratify the Convention No. 150 on Labour Administration and the Convention No.155 on Occupational Safety and Health and the Convention No. 187 on Promotional Framework for Occupational Safety and Health Convention.

In spite of the importance of the fishing sector in Yemen and although it is covered by the labour law, it is practically excluded and neglected in this respect. This sector is not covered by any form of labour inspection or OSH activities and services.

Allowing the regional inspectorates to deduct a percentage of the collected fines and to use part of it as allowances for the inspectors may encourage those inspectors to misuse their authority and unfairly target and penalize some employers in order to increase their share of those fines.

Lack of cooperation and coordination among the various administrations and institutions involved in different forms of labour inspection contribute to the weaknesses of the labour inspection system in the country.

9.2. Legislative framework for the labour inspection

The coverage of the labour law excludes some categories, such as the workers in agriculture (who form the majority of the national workforce), domestic workers and the public servants.

The authorities of the labour and OSH inspectors, in relation to closing down or suspending operations in instances of serious violations, are limited to requesting a ministerial decision for temporary suspension of any machine considered as a source of hazards for a period not exceeding one week. The employer may appeal against such a decision.

The law does not require any qualification or training for the labour inspectors.

The national labour law does not clearly prohibit child labour, although it does regulate child labour. It even allows the employer to pay an employed child two thirds of the minimum wage of an adult for a similar work.

The labour law is not clear concerning the obligations and responsibilities of the employers towards their employees in case of occupational injuries and diseases.

The sanctions stipulated in the law are very low and may not be useful in preventing the violation of the law.

The stipulated authorities of the labour inspectors do not include interrogating the employer or the workers.

9.3. Labour inspection structure and organization

Under the current structure of MOSAL, labour inspection is not given adequate resources and attention due to the huge social responsibility of the ministry and other priorities imposed by the extreme poverty of the country. Each of the departments of MOSAL works on its own separately from the other departments without any form of institutional relations among them.

9.4. Human resources and logistic support

The number of the labour and OSH inspectors is very limited and cannot cover the large number of registered industries, let alone the SMEs and the informal economy which mostly do not undergo any type of monitoring or inspection. In addition, in a country with tough segregation rules, most of the inspectors are male, preventing the proper inspections of women workers conditions in the respective establishments.

The labour inspectors are undertrained and lack the knowledge and experience to conduct good quality inspections, including proper planning, identifying the priorities of inspection and assessing the situation in order to decide the action to be taken. The central authority does not have, or implement any plans concerning qualifying, or strengthening the capacities of, the labour inspectors.

The inspectors are not motivated to carry out their jobs properly. They are underpaid; moreover, the unavoidable work related expenses, sometimes incurred by them, are never reimbursed.

Article 127/3 of the labour law, which stipulates: “The labour inspectors deserve an allowance, the amount of which to be decided by the minister, for their efforts for ensuring the enforcement of the law” is not implemented and completely neglected.

There is no system for monitoring and evaluating the performance of labour inspectors.

Transport means are not available for the labour inspectors in any of the central or regional departments of labour inspection and OSH. All inspection visits are made either on foot or by means paid for by the inspectors.

The labour inspection activities are all manual and not computerized. The inspectors have no access to computers and internet and many of them lack the basic knowledge for using computers.

MOSAL does not have a database (or any form of registry for that matter) of existing enterprises in the private sector. A comprehensive database of all operating enterprises subject to inspection need to be established for better planning and monitoring and better coverage of inspection services.

9.5. Labour inspection visits and function

The labour inspection and OSH activities are not properly planned. The inspectors have no adequate knowledge, experience or tools to assess the risk level of the enterprises and to identify the priorities for inspection.

The checklists used by the labour and OSH inspectors need to be redesigned in order to cover more aspects of the labour situation and the working conditions and terms in the inspected enterprises.

The high risk sectors, mainly the SMEs, which form about 88 per cent of the existing enterprises in the country are not covered by the LI services and not visited by the labour inspectors.

Depending of the labour inspectors on the employers in the oil sector, and their representatives, in providing them with the transportation, lodging and meals during the inspection visits may negatively affect the independence and the neutrality of the labour inspectors.

9.6. Occupational safety and health

There is no national occupational safety and health policy and all relevant activities are not well planned or coordinated, which leads to a waste of resources and overlapping of the functions of different concerned institutions.

The numbers and proportions of the enterprises and workers covered by occupational safety and health inspection are very low due to lack of both human and tangible resources.

The occupational health services at the national level are very poor in quality and quantity. There are no occupational health specialists at MOSAL. The only physician at GAOSH is a General Practitioner and, according to MOSAL's officials, there is only one occupational health specialist in the country.

MOSAL does not have any system for notifying, investigating and documenting occupational injuries, which are underreported and the occupational diseases, which are not reported at all.

The authority of the OSH inspectors, in case of serious OSH violations, is limited to requesting a ministerial decision for suspension of any machine, thought to be a source of hazards, for a period not exceeding one week.

9.7. The social partners

The lack of cooperation between the employers is one of the main difficulties and challenges faced by the labour inspectors. The employers do not usually listen to the inspectors and do not respond to their reports or instructions. Similarly, cases of lack of cooperation of workers have been encountered. Awareness of the employers, and workers, of the labour inspection, is one of the main and most important points that need to be addressed.

The workers' and employers' representatives lack the knowledge and experience to be actively involved in the social dialogue process and they need to be trained on the International Labour Standards, labour inspection and negotiation and collective bargaining skills.

The involvement of the workers and employers' organizations in the labour inspection activities is very limited. They need to be more actively involved.

X. Recommendations

10.1. General recommendations

A national labour inspection enforcement policy and strategy should be developed and implemented in consultation with the workers' and employers organizations and other partners.

ILO suggestion: The ILO could provide technical support on this matter through an international expert within the TC project. A workshop that includes all partners needs to be organized.

A comprehensive database containing all existing enterprises in the country should be established, which would provide for better planning and coverage of LI services and better documentation. There should also be follow up of LI activities, which would facilitate preparing the LI annual report in accordance with the LI Convention 81. This may be done through cooperation with other institutions which may have related data and information, such as the Department of Statistics.

ILO suggestion: The ILO may provide technical assistance in this field.

The Republic of Yemen should be encouraged to ratify, and apply, the Convention No. 129 on Labour Inspection (Agriculture), the Convention No. 150 on Labour Administration, the Convention No. 155 on Occupational Safety and Health and the Convention No. 187 on the Promotional Framework for Occupational Safety and Health.

The budget of MOSAL should be revised in a way to allocate adequate financial resources for the labour activities, in general, and for labour inspection, in particular.

Proper mechanisms of cooperation and coordination among MOSAL and other concerned institutions, mainly GCSI and the Ministry of Fisheries should be developed in order to promote the function of the LI system and to have a better use of the available resources. A national workshop for all concerned institutions may be organized for this purpose.

A mechanism should be developed for monitoring the working conditions and terms in the fishing sector and it should be put among the priorities of MOSAL and be covered by the labour inspection and OSH services, in coordination with the Ministry of Fisheries.

10.2. Legislative framework for the labour inspection

Yemeni labour law should be revised and reformed to expand its coverage to the excluded categories, mainly the agricultural workers and to rectify the existing shortcomings, including expanding the authorities of the labour inspectors to include interrogating the employers and workers and to intensify the sanctions against the violators of the law.

The labour legislation should also be reformed in a way to clearly address the child labour issue.

ILO Suggestion: A tripartite workshop may be organized for revising the current labour law and suggesting amendments for its reform. The labour inspectors should be actively involved in this process. The ILO could support such an activity within the TC project.

10.3. Labour inspection structure and organization

The administrations of labour inspection and OSH should be integrated into one “labour Inspection and OSH Administration”. A financially and administratively independent institution under the umbrella of MOSAL would be a perfect option in case adequate resources are made available in order to ensure its well functioning.

10.4. Human resources and logistic support

The number of the labour and OSH inspectors should be increased, either by recruiting and training, new staff or by transferring some of the other staff of MOSAL or other governmental institutions to the Administration of Labour Inspection. In both cases, the new staff should also be carefully selected, with regard to their qualification only, and should receive proper and adequate training prior to assuming their new responsibilities as labour inspectors. Increasing the number and percentage of female inspectors should be taken into consideration.

All inspectors of MOSAL and GCSI should undergo comprehensive training on labour inspection. This should include the international labour standards, the national labour legislation, basic human rights, occupational safety and health, mediation, reconciliation and collective bargaining, computer skills, communication skills and time and resources management.

A human resources development unit and a training center or a national training plan/programme should be established under the General Administration of Labour Inspection, which would facilitate the continuous training process of the labour inspectors. Such a unit would develop policies related to monitoring the performance of the labour inspectors and may work on highlighting their weakness and training

needs, and organizing capacity building programs pertinent to such needs. Attaching a library to this unit would be of a significant importance.

ILO suggestion: The training unit may be established with the technical support of the ILO in the framework of the TC project and the ILO could provide the library with the materials and publications available in Arabic.

The labour inspectors should be motivated by improving their salaries and allowances. Options like developing an incentive system based on performance should be considered. This will require a reliable evaluation process and a source of funds that is not directly linked to the amounts of the collected fines.

Adequate and proper transportation means should be made available to all inspectors whenever needed for inspection.

The labour inspection activities should be computerized. This would require all the inspectors having access to computers and internet and training them on their use and the development of related software.

10.5. Labour inspection visits and function

The checklists and forms used by the labour and OSH inspectors should be reformed and developed in order to make the inspection visits more comprehensive and to provide better information on the working conditions in the inspected enterprises and their compliance with the labour legislation.

A “Guide to Labour Inspection” should be developed in a way to cover the issues a labour inspector may need to know for conducting good quality inspection visits.

ILO suggestion: The ILO could provide technical support on this matter. The development of the checklists and forms may be worked on by a team of labour inspectors and the staff of the legal department with the assistance of an international expert, within the TC project. The checklists used by the labour inspectors in Jordan and Oman may be helpful in this regard.

All labour inspectors should be trained on the procedures of conducting quality labour inspection, including the stages of planning and preparing for the inspection visit and practical inspection.

Annual report on labour inspection, including occupational safety and health should be issued in line with Articles 20 and 21 of the Convention No. 81 on Labour Inspection.

10.6. Occupational safety and health

The coverage of occupational safety and health services should be expanded through training and increasing the number of inspectors and integrating the administrations of labour inspection and OSH, as mentioned above.

A National Occupational Safety and Health strategy/policy should be developed and implemented, in coordination with all partners, including workers’ and

employers' organizations. A national OSH profile needs to be prepared for this purpose.

ILO suggestion: the ILO could provide technical support and supervision, under the TC project, in preparing the profile and developing the policy. Coordination with Safe Work on this matter is necessary.

An integrated occupational injuries and diseases documentation, notification and investigation system should be developed. A workshop on this matter should be organized with participants from all concerned departments and institutions, including the social partners.

A number of physicians should be trained and qualified in occupational health and attached to GAOSH of MOSAL for organizing and following up the matters related to occupational health, occupational diseases and injuries and pre employment and periodic medical examination of the workers.

ILO recommendation: six physicians with English language skills may be recruited or transferred from the Ministry of Health and included in the 6 months (partly online) OSH course (Diploma) organized by the Turin Center. The ILO could cover the costs for three participants, while the Yemeni government covers the other three.

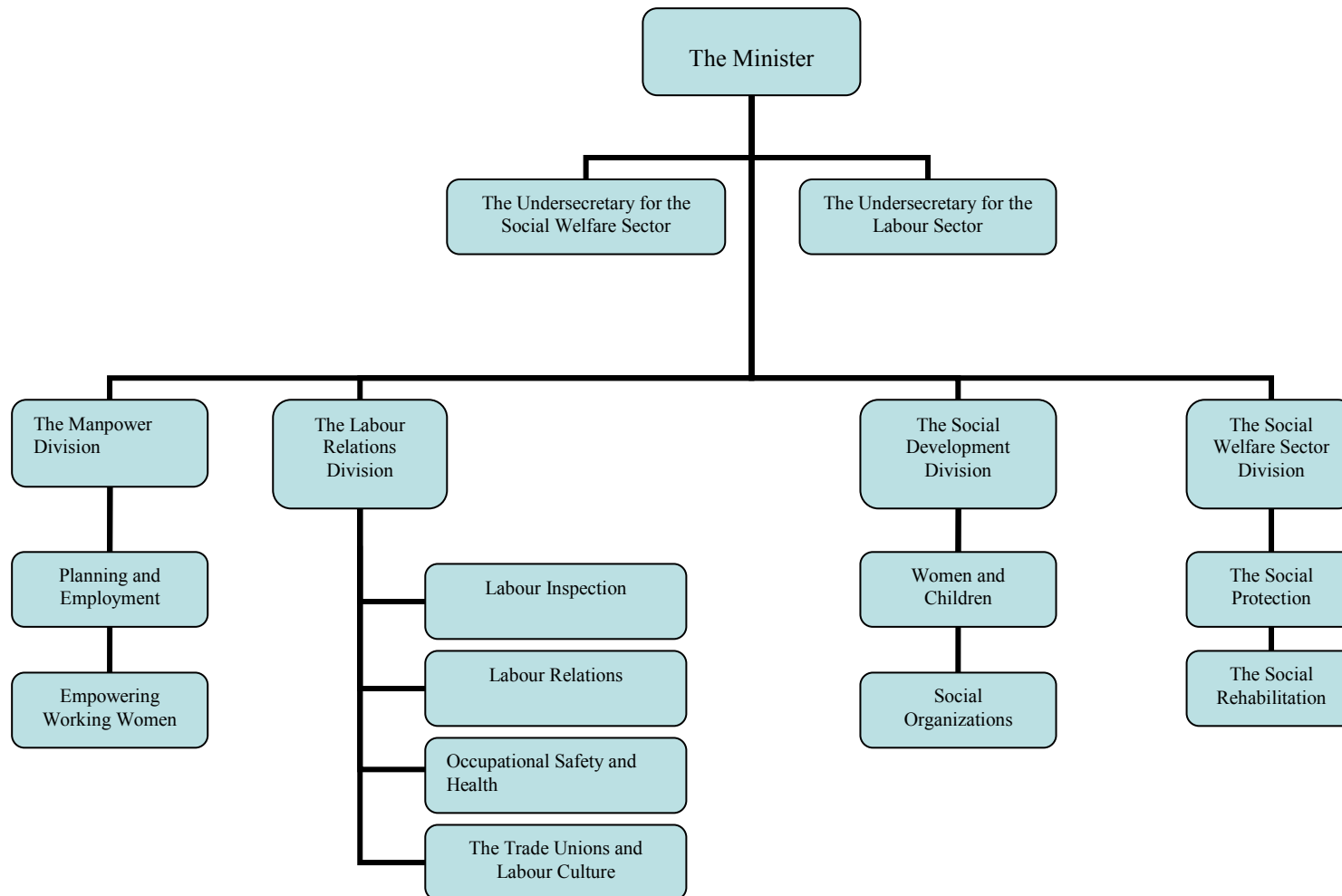
10.7. The social partners

The Social Dialogue and Tripartism should be promoted and the social partners should be actively involved in labour inspection activities, including the development and implementation of related policies and strategies. Their capacities should be strengthened by providing them with adequate training on the International Labour Standards, the national labour legislations, labour inspection and collective bargaining and negotiation skills.

A media campaign should be organized to raise the awareness of workers and employers of the labour inspection and of their labour rights and obligations. This may include designing and distributing workers' and employers' brochures.

Annex 1

The Organizational Chart of the Ministry of Social Affairs and Labour (MOSAL)



Annex 2

The Organizational Chart of the General Administration of Occupational Safety and Health (GAOSH)

