

Strengthening and Re-engineering Labour Administration

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International Training Centre of ILO

Social Dialogue, Labour Law and Labour Administration Branch (DIALOGUE)

Strengthening and Re-engineering Labour Administration

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Foreword

Promoting social dialogue and tripartism also means to strengthen the capacity of the three main actors – workers, employers and governments - in decision making, policy formulation, monitoring and implementation in several socio-economic fields, in particular related to labour.

Workers and employers have in the International Labour Organization and in its International Training Centre (ITC/ILO) specific Departments and Technical Programmes fully dedicated to them, while until now, for Labour Administrations this is not the case. The ILO and its Training Centre provides Ministries of Labour with technical assistance and capacity building in various areas, targeting specific functions and departments of the Labour Administrations; from Labour Inspection (OSH, ILS etc) to employment services, social protection, vocational training or labour relations. However, there is not a compact training offer, addressing the Labour Administration in a holistic way, in its efforts to cope with globalization's challenges, re-engineering its services and way of operating, strengthening its role in the public service as a whole.

In several occasions, representatives of Ministries of Labour of many countries expressed their wish to receive more assistance and guidance from ILO and its Training Centre to cope with the challenges of globalization, strengthening and re-engineering their services and developing their institutional capacity. Training is vital in this perspective.

In 2006 the Social Dialogue Programme of ITC/ILO started exploring the possibility of developing a specific training programme for Strengthening and Re-engineering Labour Administration. Several missions and meetings were held and a first inventory of training material available at the Turin Centre and the ILO was done.

Based on this first step, the Social Dialogue Technical Programme and the ILO Social Dialogue, Labour Law and Labour Administration Branch decided to organize a high level workshop on "Strengthening and Re-engineering Labour Administration to Promote Decent Work", from 4 to 6 July 2007 with senior experts from Labour Administrations¹, in order to discuss the key issues and challenges they are facing, to share experiences and collect views and feedback on the idea of developing a specific curriculum and a training package on Strengthening and Re-engineering Labour Administration. All participants welcomed the initiative of the ILO and its Training Centre to start a training programme for Labour Administrations and provided useful inputs for the design of a curriculum.

¹ Participants came from the following countries: China, China (Hong-Kong), Egypt, India, Indonesia, Malaysia, Nigeria, Oman, Sri Lanka, Sudan, Syria, Trinidad and Tobago and Vietnam.

About this Manual

The manual is designed for strengthening institutional capacity building in the field of labour administration. It is part of a training package, which also includes a Guide for the Trainer-facilitator and a CD-ROM with power point presentations, further reading and additional information.

Aims

The Manual is designed to be used in workshops. By the end of the workshop, participants should have some clear plans on the next steps that should be taken to strengthen and/or re-engineering labour administration in their respective countries.

The objectives of the workshop are:

- To develop a shared understanding of key content, role, functions and challenges of labour administration, using ILO International Labour Standards as reference and instruments for change
- To review, analyze and discuss the experience in the country(ies) concerned
- To reflect upon what needs to be done to strengthen labour administration in the country(is) concerned
- To establish an informal network among participants to continue the experience sharing after the workshop

Target Groups

The Manual has been designed for:

- Senior Labour Administrators, such as Senior officials from National Labour Administrations
- Researchers and professors in the field of Public Administration
- Representatives of workers' and employers' organizations
- ILO experts on Labour Administration from HQ, field offices and technical cooperation projects

Methodology: active learning

This manual applies active learning methods, centered on participants' experiences and ideas. Consequently, this requires permanent

interaction between the facilitator and the participants and between participants.

The training methodology will combine short presentations with learning activities, individual and collective, such as general discussion, group work, individual readings and exercises, case studies and/or role-plays.

Each module includes several methodological options; the facilitator will be free to make a selection of activities to be applied to a particular course, adapt them or develop new ones, bearing in mind the objectives and constraints of that particular workshop.

Structure

The Manual has a modular structure. Each module deals with a particular theme or issue and corresponds to a particular session of the workshop, which could last from thirty minutes to a whole morning or afternoon.

Each module is self contained, and includes:

- Summary
- Objectives
- Contents, including boxes with examples of good practice
- Learning activities (individual and group exercises, case studies, discussions, etc)
- Bibliography and key references (including WEB links)
- Additional readings

The modular structure is flexible; the modules (and their related activities) can be used in the sequence suggested in this training package, for a two-week workshop; the same sequence can be applied to a shorter workshop (1 week), reducing the number of activities.

Individual modules can also be used separately in courses concerning specific functions of Labour Administration, as an introduction to the subject matter.

All modules are linked to additional documentation which will be distributed (in electronic or printed version) during the workshop.

This Manual will serve as a workbook. Space is also provided for taking notes and participants are requested to write down their thoughts and comments.

The Manual is divided into the following Modules:

Module 1 - Introduction to Labour Administration Today

This module introduces the importance of good labour administration for promoting decent work; it gives an overview of the challenges for labour administration in changing labour market conditions and mentions the role of ILO in strengthening labour administration.

Module 2 - Legal Framework for Labour Administration

This module focuses on Convention No.150 and Recommendation No.158. After mentioning the set of Conventions which constitutes the normative background for C150, it describes the historical origin of this instrument.

The above-mentioned Convention and its Recommendation are illustrated and commented, article by article, giving examples that help in understanding the importance of these instruments as practical tools for strengthening and re-engineering labour administration.

Module 3 - Labour Legislation

This module focuses on labour legislation as a key function of labour administration relating to labour protection. It underlines the importance of labour legislation for promoting a balanced economic and social development. More specifically, this module looks at current challenges of labour legislation, makes reference to the relevant principles and rights at work – with the respective conventions - and mentions some good practices in labour legislation.

Module 4 - Industrial Relations

This module illustrates the importance of industrial relations as a key pillar in labour administration and provides examples of good practices in industrial relations systems, collective bargaining, dispute prevention and resolution and the promotion of social dialogue.

In addition to this, it also highlights the relevant ILO conventions that have implications for labour administration and industrial relations.

Module 5 - Working Conditions

This module focuses on labour standards and working conditions as a key function of labour administration relating to labour protection. It outlines some key International Labour Standards and shows how some of its provisions regarding conditions of work, terms of employment are applied in practice.

Module 6 Labour Inspection

This module focuses on labour inspection as a key function of labour administration relating to labour protection. It makes reference to key International Labour Standards concerning labour inspection and illustrates the main functions of a Labour Inspection system in both areas, law enforcement and occupational health and safety.

The module also presents trends and challenges for labour inspection, including emerging issues in labour inspection. It underlines the preventive role of labour inspection, and its function in promoting good governance in the world of work.

Module 7 - Employment

This module focuses on employment and its main functions and activities in labour administration.

It illustrates the importance of employment as a key pillar in labour administration and presents examples of good practices showing how labour administration in some countries has been able to enhance its visibility by engaging in employment-related activities and provide good quality services.

Module 8 - Research for planning and policy development

This module, focuses on research for planning and policy development as an important function of labour administration relating to planning, monitoring and implementing of labour policies. More specifically, this module looks at current challenges facing research institutions, the relevant conventions and outline some of the models used in labour administration to undertake research and some key recommendations to make research effective.

This module also underlines how research and statistics are important to the effective functioning of a good labour administration system by influencing the governance of the labour market.

Module 9 - Organization of a National System of Labour Administration

This module focuses on the organization of a national system of Labour Administration as set out in ILO Convention No. 150 and ILO Recommendation No.158.

It illustrates the organizational and structural arrangements for a labour administration such as coordination, structure, field services, the goals and objectives of a labour ministry. It also provides some good practices and recent trends in the structure and organization of labour ministries.

Module 10 - Recent Trends in Labour Administration

This module outlines the main trends in labour administration and how labour administration is coping with issues resulting from the impact of globalization. In particular, it focuses on the following topics: active labour market policies, skills training, discrimination, HIV/AIDS, employment relationships, the impact of financial crisis on labour administration; informal economy, labour inspections and migration.