



LABOUR ADMINISTRATION

PRINCIPLES OF EFFECTIVE GOVERNANCE IN LABOUR ADMINISTRATION AND INDICATORS FOR MEASURING PERFORMANCE

Module 5

▶ Module 5: Labour Administration Indicators

Summary

This module examines how labour administration systems can assess their performance and governance through the use of indicators, drawing on the ILO study *Indicators and methods for measuring effective governance in the field of labour administration* and the United Nations principles of effective governance for sustainable development. It introduces the three core governance pillars of effectiveness, accountability and inclusiveness, and explores how these principles can be operationalized in the specific context of labour administration. The module proposes sets of indicators covering the labour administration system as a whole, as well as key services and functions such as labour inspection, public employment services, research activities and social dialogue. It also presents an index of effective governance as a voluntary self-assessment tool to help national actors identify strengths, gaps and risks, while emphasizing the need for flexibility, contextual adaptation and cautious interpretation of indicators.

Objectives of the module

- Introduce the United Nations principles of effective governance and their relevance for labour administration
- Examine how the pillars of effectiveness, accountability and inclusiveness apply to labour administration systems
- Analyse the use of indicators as tools for assessing governance capacity, performance and risks
- Review proposed indicators relating to the labour administration system as a whole
- Examine indicators specific to key labour administration services and functions, including labour inspection, public employment services, research and social dialogue
- Understand the purpose, structure and limitations of an index of effective governance in labour administration
- Assess how indicators can support strategic planning, accountability, learning and evidence-based decision-making
- Highlight the importance of adapting indicators to national contexts and institutional realities.



A. The United Nations' principles of effective governance

This module summarizes the ILO study “Indicators and Methods for Measuring Effective Governance in the Field of Labour Administration”.

Institutions play a crucial role in the achievement of all Sustainable Development Goals (SDGs) and targets. But public sector reforms needed to achieve the SDGs remain a major challenge in many countries. In order to address this challenge concretely, the Committee of Experts on Public Administration (CEPA) developed a set of principles of effective governance for sustainable development.

The essential purpose of these voluntary principles is to provide practical, expert guidance to interested countries in a broad range of governance challenges associated with implementation of the 2030 Agenda for Sustainable Development.

The 11 principles, endorsed by the Economic and Social Council in July 2018, highlight the need for pragmatic and ongoing improvements in national and local governance capabilities to reach the SDGs. To this end, the principles are linked to a variety of commonly used strategies for operationalizing responsive and effective governance.

Applying the principles and associated strategies to all public institutions can accelerate efforts to strengthen national and local governance capacities to achieve the 2030 Agenda and other international agreements.¹

The core pillars of effective governance are at the heart of SDG 16.6, which aims to develop ‘effective, accountable and transparent institutions at all levels’. The pillars also have clear relevance for labour administration as a field of public administration (Heyes et al., 2021).

The principles ‘aim to provide practical, expert guidance to interested countries on a broad range of governance challenges associated with the implementation of the 2030 Agenda for Sustainable Development’². They are designed to:

- ▶ ‘Help interested countries, on a voluntary basis, build effective, accountable and inclusive institutions at all levels, with a view to achieving the shared vision for people and planet embodied in the 2030 Agenda,
- ▶ Support countries in operationalizing the institutional aspects of SDG16 through concrete strategies,
- ▶ Promote mainstreaming of effective governance in SDG implementation and development plans and programmes at all levels,
- ▶ Engage the relevant UN organizations, regional organizations and professional and academic communities, in an inclusive manner, together with all relevant stakeholders,
- ▶ Bring together proven standards and operational guidelines in all areas of public sector institution-building relevant to SDG implementation,

¹ <https://unpan.un.org/sites/default/files/inline-files/booklet.pdf>

² <https://publicadministration.desa.un.org/intergovernmental-support/cepa/principles-effective-governance-sustainable-development>

- ▶ Provide a baseline for policymaking while strengthening evidence-based and action-oriented implementation of and follow-up to the 2030 Agenda³

The eleven principles of effective governance for sustainable development are grouped under pillars of effectiveness, accountability and inclusiveness.

- ▶ Effectiveness encompasses competence, sound policy making and collaboration.
- ▶ Accountability involves ensuring integrity, transparency and independent oversight.
- ▶ Inclusiveness involves leaving no one behind, non-discrimination, participation, subsidiarity and intergenerational equity.

The UN's 11 principles of effective governance for sustainable development

Effectiveness	Commonly used strategies
<p>Competence: To perform their functions effectively, institutions are to have sufficient expertise, resources and tools to deal adequately with the mandates under their authority</p>	<ul style="list-style-type: none"> • Promotion of a professional public sector workforce • Strategic human resources management • Leadership development and training of civil servants • Performance management • Results-based management • Financial management and control • Efficient and fair revenue administration • Investment in e-government
<p>Sound policy making: To achieve their intended results, public policies are to be coherent with one another and founded on true or well-established grounds, in full accordance with fact, reason and good sense</p>	<ul style="list-style-type: none"> • Strategic planning and foresight • Regulatory impact analysis • Promotion of coherent policymaking • Strengthening national statistical systems • Monitoring and evaluation systems • Science-policy interface
<p>Collaboration: To address problems of common interest, institutions at all levels of government</p>	<ul style="list-style-type: none"> • Centre of government coordination under the Head of State or Government

³ <https://publicadministration.desa.un.org/intergovernmental-support/cepa/principles-effective-governance-sustainable-development>

and in all sectors should work together and jointly with non-State actors towards the same end, purpose and effect

- Collaboration, coordination, integration and dialogue across levels of government and functional areas
- Raising awareness of the Sustainable Development Goals
- Network-based governance
- Multi-stakeholder partnerships

Accountability

Integrity: To serve in the public interest, civil servants are to discharge their official duties honestly, fairly and in a manner consistent with soundness of moral principle

- Promotion of anti-corruption policies, practices and bodies
- Codes of conduct for public officials
- Competitive public procurement
- Elimination of bribery and trading in influence
- Conflict of interest policies
- Whistle-blower protection
- Provision of adequate remuneration and equitable pay scales for public servants

Transparency: To ensure accountability and enable public scrutiny, institutions are to be open and candid in the execution of their functions and promote access to information, subject only to the specific and limited exceptions as are provided by law

- Proactive disclosure of information
- Budget transparency
- Open government data
- Registries of beneficial ownership
- Lobby registries

Independent oversight: To retain trust in government, oversight agencies are to act according to strictly professional considerations and apart from and unaffected by others

- Promotion of the independence of regulatory agencies
- Arrangements for review of administrative decisions by courts or other bodies
- Independent audit
- Respect for legality

Inclusiveness


Leaving no one behind: To ensure that all human beings can fulfil their potential in dignity and equality, public policies are to take into account the needs and aspirations of all segments of society, including the poorest and most

- Promotion of equitable fiscal and monetary policy
- Promotion of social equity
- Data disaggregation



<p>vulnerable and those subject to discrimination</p>	<ul style="list-style-type: none"> • Systematic follow-up and review
<p>Non-discrimination: To respect, protect and promote human rights and fundamental freedoms for all, access to public service is to be provided on general terms of equality, without distinction of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth, disability or other status</p>	<ul style="list-style-type: none"> • Promotion of public sector workforce diversity • Prohibition of discrimination in public service delivery • Multilingual service delivery • Accessibility standards • Cultural audit of institutions • Universal birth registration • Gender-responsive budgeting
<p>Participation: To have an effective State, all significant political groups should be actively involved in matters that directly affect them and have a chance to influence policy</p>	<ul style="list-style-type: none"> • Free and fair elections • Regulatory process of public consultation • Multi-stakeholder forums • Participatory budgeting • Community-driven development
<p>Subsidiarity: To promote government that is responsive to the needs and aspirations of all people, central authorities should perform only those tasks which cannot be performed effectively at a more intermediate or local level</p>	<ul style="list-style-type: none"> • Fiscal federalism • Strengthening urban governance • Strengthening municipal finance and local finance systems • Enhancement of local capacity for prevention, adaptation and mitigation of external shocks • Multilevel governance
<p>Intergenerational equity: To promote prosperity and quality of life for all, institutions should construct administrative acts that balance the short-term needs of today's generation with the longer-term needs of future generations</p>	<ul style="list-style-type: none"> • Sustainable development impact assessment • Long-term public debt management • Long-term territorial planning and spatial development • Ecosystem management

The purpose of this module is to consider how the principles of effective governance might be applied in the context of labour administration. More specifically, the module proposes sets of indicators that might enable national actors to identify ways of enhancing the effectiveness of labour administration. Finally, it is proposed an index that is intended to help national actors



assess the regulatory and institutional frameworks of national systems of labour administration and identify potential risks to effective governance.

It is important to bear in mind that C150 and R158 provide guidance and objectives rather than detailed prescriptions. The specific content of labour policies and the architecture of labour administration need to be adapted to national circumstances. Indicators and assessment methods therefore need to be sufficiently flexible as to be usable in a range of countries that might differ in terms of their approaches to public administration, their legal frameworks and how their systems of labour administration are organized.

B. Indicators of the labour administration system as a whole

The indicators in the following sections are suggested on the assumption that together they might form the basis for a diagnostic tool that national labour administration actors could use to identify potential threats to effective governance. The most-straight forward way of using them would be to treat them as a 'check list', enabling the absence of specific preconditions of effective governance to be identified, mapped and, potentially, addressed.

As noted, the UN CEPA's pillar of effectiveness encompasses the principles of competence, sound policy making and collaboration. These three principles raise an interconnected set of issues that relate to resourcing, staffing, human resource management, performance management, communication and coordination and the data, technologies and tools that labour administration might utilize. Practices that might help to ensure effectiveness in a particular domain might have relevance for another domain and, potentially, another pillar.

1. Effectiveness

1.1 Financial and material resources

C150 and R158 emphasize that for labour administration to achieve its objective and exert sufficient influence, it is essential that it be provided with appropriate material means and financial resources.

Indicator	Pillar (principle)
Proportion of the national budget dedicated to the Ministry of Labour (or labour matters if more than one Ministry is responsible)	Effectiveness (competence)
Are financial resources made available for investment in new capacity, such as IT systems?	Effectiveness (competence)
Do all staff have access to adequate office facilities?	Effectiveness (competence)
Do all staff have access to adequate ICT facilities?	Effectiveness (competence)

1.2 Staffing and human resource management

C150 and R158 emphasize that for labour administration to achieve its objectives and exert sufficient influence, it is essential that it employs suitably qualified and trained staff. The ILO's Committee of Experts on the Application of Conventions and Recommendations has noted the negative consequences of insufficient staffing for labour administration and urged Members to ensure 'a sufficient number of staff, that vacant posts are filled without undue delay, and that adequate budgetary resources are allocated to that effect' (ILO, 2024: 107).

Indicator	Pillar (principle)
Are there recruitment and selection processes based on principles of transparency, equality, merit and ability?	Effectiveness (competence)
Are new recruits expected to hold appropriate professional qualifications?	Effectiveness (competence)
Do any parts of the labour administration system experience persistent difficulties in recruiting staff?	Effectiveness (competence)
Do any parts of the labour administration system experience persistent difficulties in retaining staff?	Effectiveness (competence)
Are there strategies to mitigate the risk of staff shortages, such as facilitating the return of civil servants to labour administration?	Effectiveness (competence)
Do all labour administration bodies have a training strategy?	Effectiveness (competence)
Are all staff provided with adequate induction training?	Effectiveness (competence)
Are training opportunities provided to staff at all career stages?	Effectiveness (competence)
Are the impacts of training (e.g. on the performance of staff) regularly assessed?	Effectiveness (competence)
Are staff provided with training opportunities on a frequent basis?	Effectiveness (competence)
Does forecasting of future skills and training needs take place (e.g. annual assessment of training needs?)	Effectiveness (competence)
Do labour administration bodies have formal training and development programmes	Effectiveness (competence)

aimed at enhancing leadership skills and abilities?

Do labour administration bodies have training and development programmes aimed at preparing staff to take on leadership roles? Effectiveness (competence)

Is mentoring provided for new members of staff? Effectiveness (competence)

Is mentoring provided for members of staff taking on, or preparing to take on, leadership roles? Effectiveness (competence)

Is the remuneration of labour administration staff comparable to that of officials in other areas of public administration, performing equivalent functions? Accountability (integrity)
Effectiveness (competence)

Does the reward system for labour administration staff include performance incentives (e.g. bonuses, performance-related pay) Effectiveness (competence)

Are staff given opportunities to change function within the same ministry? Effectiveness (competence)

Are staff given opportunities to change function within the public administration system more generally? Effectiveness (competence)

Is there a clear career pathways framework to support career progression? Effectiveness (competence)

1.3 Performance management

While the UN CEPA associates performance management approaches with the competence pillar of effective governance, performance information can potentially also make labour administration more transparent, to the extent that performance data may be shared with different audiences, which might include the general public (for example, in the form of annual reports made available on government websites). Ideally, performance management will enable understanding as well as evaluation of outcomes.

Indicator	Pillar (principle)
Are strategic planning frameworks used?	Effectiveness (sound policy making)
Are key performance indicators (KPIs)	Effectiveness (competence)

established for all labour administration bodies?	
Is the performance of staff reviewed on at least an annual basis?	Effectiveness (competence)
Is the effectiveness of the performance management process and its contribution to overall organizational performance reviewed on a regular basis?	Effectiveness (competence)
Are performance management principles and processes consistently followed?	Effectiveness (competence)
Do all parts of labour administration regularly report on performance against objectives?	Effectiveness (competence) Accountability (transparency)
Are improvement plans developed, identifying areas for improvement?	Effectiveness (competence)

1.4 Digitalization and e-government

Investment in e-government is a further strategy that the UN CEPA associates with competence. E-government can be defined as ‘the use of ICTs to more effectively and efficiently deliver government services to citizens and businesses⁴. It can involve information flows and interactions within government, between government and business and between government and citizens.

Indicator	Pillar (principle)
Does the labour ministry have a strategy for digitalizing some services?	Effectiveness (competence)
Is there a specific budget for the digitalization of some services?	Effectiveness (competence)
Is service provision guaranteed to those lacking digital literacy or digital technology access?	Inclusiveness (leaving no one behind)

⁴ <https://publicadministration.un.org/egovkb/en-us/Overview>

1.5 Coordination and collaboration

Coordination and collaboration are of vital importance for labour administration, given that a multiplicity of government and non-governmental actors often play a role in the development of labour policies and the delivery of services. There is likely to be a need for effective horizontal and vertical coordination of actions. Horizontal coordination involves the coordination of the activities of organizations (for example, ministries) that are similarly placed in the overall organizational hierarchy. Vertical coordination involves coordination of organizations that are at lower levels in the organizational hierarchy (for example, bodies that report to ministries).

Indicator	Pillar (principle)
Do measures exist to ensure effective communication and coordination across all ministries with responsibilities that relate to labour matters?	Effectiveness (collaboration) Effectiveness (sound policy making)
Do measures exist to ensure effective communication and coordination across different parts of ministries with responsibilities that relate to labour matters?	Effectiveness (collaboration) Effectiveness (sound policy making)
Are ministries with responsibilities for labour matters regularly consulted on economic policies?	Effectiveness (collaboration) Effectiveness (sound policy making)
Are there mechanisms to establish clear requirements for the delivery of services by any non-departmental, semi-autonomous public agencies?	Effectiveness (collaboration)
Are there mechanisms to ensure that private providers operate in accordance with policy, laws and ethics?	Accountability (integrity)
Are there mechanisms such as planning agreements to establish clear requirements for the delivery of services at sub-national (e.g. regional, state) level?	Effectiveness (collaboration)
Does the labour ministry have the ability to effectively manage international relationships, including with the International Labour Office?	Effectiveness (collaboration)



2. Accountability

Effective governance requires transparency. R158 (para 20) includes recommendations that are likely to help in this regard. It emphasizes that the principal labour administration services should provide periodic information or reports on its activities to the ministry of labour (or its equivalent), as well as to employers' and workers' organizations. The information provided should be technical in nature and 'include appropriate statistics, and indicate the problems encountered and, if possible, the results achieved in such a manner as to permit an evaluation of present trends and foreseeable future developments in areas of major concern to the system of labour administration'. R158 further recommends that information of 'general interest' should be evaluated, published and disseminated

Indicator	Pillar (principle)
Are all bodies involved in labour administration required to provide periodic information or reports on their activities to the ministry of labour (or its equivalent)?	Effectiveness (competence) Accountability (transparency)
Are there transparent and fair systems of competitive tendering where services are provided by external providers?	Accountability (integrity)
Is information about the performance of labour administration made freely available to the public?	Accountability (transparency)
Does the labour ministry ensure that performance and research-related information is made freely available to the public?	Accountability (transparency)
Are there mechanisms by which workers, employers and others can file complaints about the services provided by labour administration bodies?	Accountability (integrity)
Are there clearly specified time limits for responding to complaints filed by workers, employers and others?	Accountability (integrity)
Are all bodies involved in labour administration able to ensure that data relating to service recipients is securely managed and stored?	Accountability (integrity)

Are there codes of conduct?	Accountability (integrity)
Do the codes of conduct cover issues relating to avoiding conflict of interests?	Accountability (integrity)
Are staff trained on the codes of conduct?	Accountability (integrity)
Are there effective formal disciplinary procedures?	Accountability (integrity)
Are there effective informal procedures for addressing staff behaviours prior to a formal disciplinary stage?	Accountability (integrity)
Are the disciplinary procedures clearly communicated to staff?	Accountability (integrity)
Is there effective protection for whistleblowers?	Accountability (integrity)
Are there effective internal auditing arrangements to ensure that adequate controls are in place?	Accountability (integrity)
Are there effective external auditing arrangements?	Accountability (integrity)

3. Inclusiveness

3.1 Equality, diversity and inclusion

It is important that labour administration addresses issues relating to gender inequality and several countries have sought to 'institutionalize and mainstream a gender perspective in the ministry of labour, by establishing units, directorates or offices dealing with gender issues within the ministry's organizational structure' (ILO, 2024: 77).

Some countries have taken other steps to extend social insurance coverage to self-employed workers.

One important way in which inclusiveness might be improved is by an extending the scope of labour administration to encompass the informal economy. Countries have also introduced measures to promote and assist the employment of specific categories of workers.

Data and research are essential if labour administrations are to enhance inclusiveness.

Considerations relating to inclusion also arise in relation to the accessibility of the services provided by labour administration.

Indicator	Pillar (principle)
Are there measures to promote equality, diversity and inclusion in the recruitment and management of labour administration staff?	Inclusiveness (non-discrimination)
Are there specific policies and programmes aimed at improving labour market outcomes for women?	Inclusiveness (leaving no one behind)
Are there mechanisms, such as analysis of representative data, that enable other potentially disadvantaged or vulnerable groups to be identified?	Inclusiveness (leaving no one behind)
Are there policies/programmes aimed at improving labour market opportunities and protections for potentially disadvantaged or vulnerable groups, such as disabled people or young people?	Inclusiveness (leaving no one behind)
Are there specific Ministries, units or agencies that promote the rights of disadvantaged or vulnerable groups, such as women, disabled persons or young people?	Inclusiveness (leaving no one behind)
Do these Ministries, units or agencies coordinate effectively with the Ministry of Labour?	Inclusiveness (leaving no one behind)
Does the mandate of labour administration include the informal economy?	Inclusiveness (leaving no one behind)
Does labour administration have sufficient tools to prevent and sanction informality?	Effectiveness (competence) Inclusiveness (leaving no one behind)
Are services provided in multilingual ways?	Inclusiveness (leaving no one behind) Inclusiveness (non-discrimination)
Is information about the legal framework relating to employment, labour rights and labour relations made available on the	Inclusiveness (leaving no one behind) Inclusiveness (non-discrimination)

website of the Labour Ministry?

Is information about the legal framework provided in a way that lay persons are likely to be able to understand?

Inclusiveness (leaving no one behind)
Inclusiveness (non-discrimination)

Is information about the legal framework provided in multilingual ways?

Inclusiveness (leaving no one behind)
Inclusiveness (non-discrimination)

Do the social partners play a role in helping workers and employers access labour administration services?

Inclusiveness (leaving no one behind)

Do other civil society organisations, such as charities, play a role in helping workers and employers access labour administration services?

Inclusiveness (leaving no one behind)

C. Indicators of effectiveness of labour inspection services

Labour inspection is a vital part of the labour administration system. Its primary function is to enforce labour law and ensure effective compliance. By ensuring fairness in the workplace, labour inspection activities can contribute to sustainable enterprises and economic growth.

In addition to suggesting indicators that relate to the UN CEPA framework, the section draws on a study for the ILO (ILO, 2022a) based on a survey of 19 labour inspectorates which gathered information about the indicators that they used. Whereas the CEPA indicators of effectiveness largely relates to preconditions for achieving positive outcomes, the ILO study includes effectiveness indicators that relate to the outcomes of labour inspectors' actions⁵.

ILO Convention No. 81 specifies the functions of the system of labour inspection as follows:



'to secure the enforcement of the legal provisions relating to conditions of work and the protection of workers while engaged in their work, such as provisions relating to hours, wages, safety, health and welfare, the employment of children and young persons, and other connected matters, in so far as such provisions are enforceable by labour inspectors';

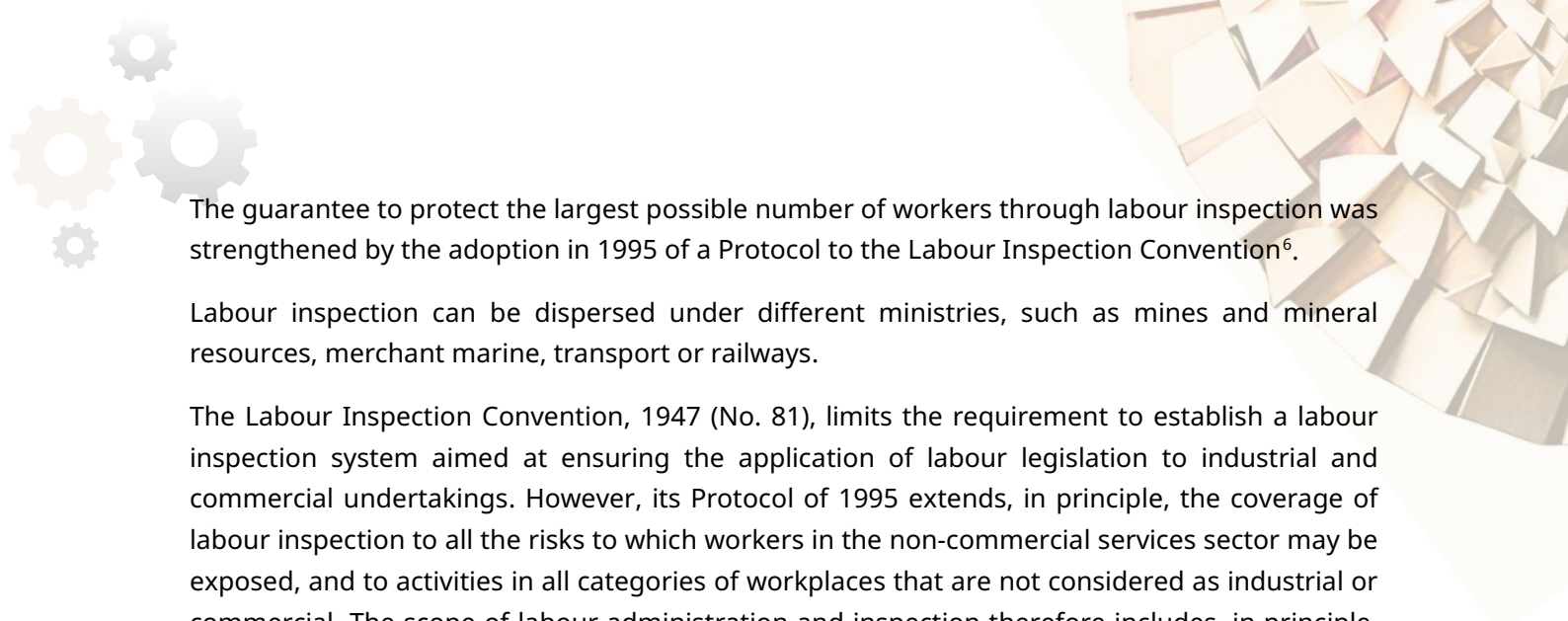


'to supply technical information and advice to employers and workers concerning the most effective means of complying with the legal provisions';



'to bring to the notice of the competent authority defects or abuses not specifically covered by existing legal provisions'.

⁵<https://www.ilo.org/resource/news/study-impact-labour-inspection-actions-compliance-labour-legislation>



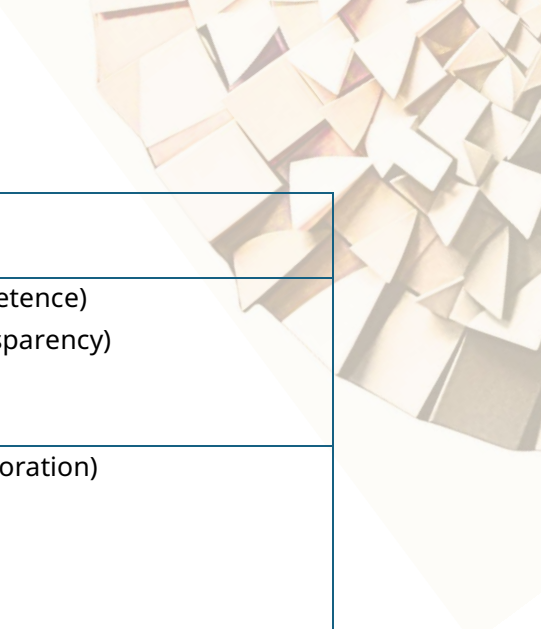
The guarantee to protect the largest possible number of workers through labour inspection was strengthened by the adoption in 1995 of a Protocol to the Labour Inspection Convention⁶.

Labour inspection can be dispersed under different ministries, such as mines and mineral resources, merchant marine, transport or railways.

The Labour Inspection Convention, 1947 (No. 81), limits the requirement to establish a labour inspection system aimed at ensuring the application of labour legislation to industrial and commercial undertakings. However, its Protocol of 1995 extends, in principle, the coverage of labour inspection to all the risks to which workers in the non-commercial services sector may be exposed, and to activities in all categories of workplaces that are not considered as industrial or commercial. The scope of labour administration and inspection therefore includes, in principle, both the informal and formal economy.

Indicator	Pillar (principle)
Is there a clear legal framework for the labour inspectorate that specifies its mandate?	Effectiveness (competence)
Is the mandate of the labour inspectorate aligned to ILO Convention 81 (C081)?	Effectiveness (competence)
Are the material means (e.g. transportation) at the disposal of labour inspectors sufficient to enable the effective discharge of the duties of the inspectorate?	Effectiveness (competence)
Is the recruitment and selection procedure based on the principles of transparency, equality, merit and ability?	Effectiveness (competence)
Are there ongoing opportunities for labour inspectors to receive training and opportunities for skill development, beyond initial training?	Effectiveness (competence)
Are the actions of the labour inspectorate guided by a strategic plan with clear objectives?	Effectiveness (competence) Effectiveness (sound policy making)
Is the performance of the inspectorate measured against clear performance	Effectiveness (competence)

⁶ http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:P081



indicators?	
Is information about the performance of the labour inspectorate regularly communicated to the labour ministry or equivalent ministry?	Effectiveness (competence) Accountability (transparency)
Is the labour ministry able to cooperate and collaborate effectively with other public bodies (e.g. tax agency) that have a role in ensuring compliance with laws and regulations?	Effectiveness (collaboration)
Is the labour ministry able to cooperate and collaborate effectively with the Ministry of Justice	Effectiveness (collaboration)
Is the labour inspectorate able to share information with and receive information from other public bodies (e.g. tax authority) that have a role in ensuring compliance with laws and regulations?	Effectiveness (collaboration)
Does the labour inspectorate possess sufficient information to guide its proactive inspection work (e.g. targeted inspections)?	Effectiveness (competence)
Are there electronic systems for recording and managing inspection data?	Effectiveness (competence)
Does the inspectorate collect, store and analyse information about inspectors' actions (e.g. industry or location of premises inspected, whether the inspection was reactive or proactive?)	Effectiveness (competence) Effectiveness (sound policy making)
Does the inspectorate collect, store and analyse information about the <i>outcomes</i> of labour inspectors' actions?	Effectiveness (competence) Effectiveness (sound policy making)
Does the inspectorate collect, store and analyse information about the time and /or staff resources spent on inspections?	Effectiveness (competence) Effectiveness (sound policy making)
Does the inspectorate collect, store and	Effectiveness (competence)

analyse information about the indirect effects of inspections and actions on employees working for the same company other than those in the workplace or production unit that was inspected and/or the indirect effects on other companies and the general effects of inspection actions on society at large?	Effectiveness (sound policy making)
Are there mechanisms to ensure and facilitate consultation and effective feedback from key stakeholder groups?	Effectiveness (collaboration) Inclusiveness (participation)
Is there a stakeholder engagement strategy?	Effectiveness (collaboration) Inclusiveness (participation)
Does the labour inspectorate consult the social partners on a regular basis?	Effectiveness (collaboration) Inclusiveness (participation)
Are the social partners sometimes involved in initiatives led by the labour inspectorate (e.g. targeted campaigns)	Effectiveness (collaboration) Inclusiveness (participation)
Does the mandate of the inspectorate extend to the informal economy?	Inclusiveness (leaving no one behind)
Are the services of the labour inspectorate communicated in a multilingual way?	Inclusiveness (leaving no one behind)
Is there a mechanism by which workers and employers can lodge complaints about the services provided by the inspectorate?	Accountability (integrity)
Are there mechanisms to allow workers or members of the public to report suspected violations of labour laws to the labour inspectorate?	Effectiveness (competence)
Is the number of labour inspectors employed sufficient to secure the effective discharge of the duties of the inspectorate?	Effectiveness (competence)




D. Indicators of effectiveness of public employment services

Recommendation No. 158 emphasizes that labour administration systems should include a free public employment service (Article 15) and that labour administration bodies should, where national laws, regulations and practices permit, have a role in managing public funds to support unemployed workers and promote job creation (Article 16), ensuring consultation of the social partners on employment policies (Article 13) and promoting joint actions by employers and workers in relation to short and long-term employment policies (Article 14).

Recommendation No. 158 therefore establishes important principles, including the necessity of free employment services, employment promotion programmes, unemployment benefits, vocational education and training and the important role of social partners in encouraging employment.

A further important instrument is the ILO's Employment Service Convention, 1948 (No. 88), which specifies that:

 The essential duty of the employment service shall be to ensure, in co-operation where necessary with other public and private bodies concerned, the best possible organization of the employment market as an integral part of the national programme for the achievement and maintenance of full employment and the development and use of productive resources.

Other important stipulations of C88 are that:

- ▶ The employment service shall consist of a national system of employment offices under the direction of a national authority.
- ▶ The system shall comprise a network of local and, where appropriate, regional offices, sufficient in number to serve each geographical area of the country and conveniently located for employers and workers.
- ▶ Suitable arrangements shall be made through advisory committees for the co-operation of representatives of employers and workers in the organization and operation of the employment service and in the development of employment service policy.
- ▶ The staff of the employment service shall be composed of public officials whose status and conditions of service are such that they are independent of changes of government and of improper external influences and, subject to the needs of the service, are assured of stability of employment.
- ▶ The employment service and other public authorities where appropriate shall, in co-operation with employers' and workers' organizations and other interested bodies, take all possible measures to encourage full use of employment service facilities by employers and workers on a voluntary basis.
- ▶ The competent authorities shall take the necessary measures to secure effective co-operation between the public employment service and private employment agencies not conducted with a view to profit.

Indicator	Pillar (principle)
Is there a clear legal framework for the PES that specifies its mandate?	Effectiveness (competence)
Does the PES provide job seekers with careers guidance?	Inclusiveness (leaving no one behind)
Does the PES provide job seekers with opportunities to acquire new vocational skills?	Inclusiveness (leaving no one behind)
Does the PES provide job seekers with assistance relating to job applications, such as advice on how to write a CV?	Inclusiveness (leaving no one behind)
Is the number of PES staff sufficient to secure the effective discharge of the duties of the PES?	Effectiveness (competence)
Are the material means (e.g. offices) at the disposal of PES staff sufficient to enable the effective discharge of the duties of the PES?	Effectiveness (competence)
Are there ongoing opportunities for PES staff to receive training and opportunities for skill development, beyond initial training?	Effectiveness (competence)
Are PES staff in local/regional/provincial offices made aware of job opportunities in the national office?	Effectiveness (competence) Inclusiveness (leaving no one behind)
Are the actions of the PES guided by a strategic plan with clear objectives?	Effectiveness (competence) Effectiveness (sound policy making)
Is the performance of the PES measured against clear performance indicators?	Effectiveness (competence)
Is information about the performance of the PES regularly communicated to the labour ministry or equivalent ministry?	Effectiveness (competence) Accountability (transparency)
Does the PES have access to regular and reliable information about the labour market?	Effectiveness (sound policy making) Inclusiveness (leaving no one behind)
Does the PES have access to regular and reliable information relating to the employment of different groups (e.g. men and women, people with a disability)?	Effectiveness (sound policy making) Inclusiveness (leaving no one behind)
Does the PES have access to regular and reliable information relating to people working in the informal economy?	Effectiveness (sound policy making) Inclusiveness (leaving no one behind)

Does the PES have a system for identifying knowledge and research gaps relating to the issues covered by its mandate?	Effectiveness (competence) Effectiveness (sound policy making)
Does the PES have the capacity to analyse labour market data to inform its policies and programmes?	Effectiveness (sound policy making)
Does the PES routinely evaluate the impacts of its policies and programmes?	Effectiveness (sound policy making)
If more than one ministry is responsible for employment policy, do the relevant ministries have an effective means of coordinating employment policy?	Effectiveness (collaboration)
Are there effective mechanisms for ensuring that the programmes/policies of the PES and programmes/policies delivered by local/regional/provincial employment services and other public bodies are properly coordinated?	Effectiveness (collaboration) Inclusiveness (subsidiarity)
Are there effective mechanisms for monitoring the performance of local employment offices?	Effectiveness (competence)
If states/provinces/regions have some responsibility for employment services, are there mechanisms to ensure effective communication, coordination and cooperation with the central PES?	Effectiveness (competence) Effectiveness (collaboration)
If private or third-sector actors are involved in service delivery, are there effective mechanisms for monitoring their performance?	Effectiveness (competence)
If private or third-sector actors are involved in service delivery, is there a fair and transparent competitive tendering process when contracts are awarded?	Accountability (integrity)
Are there specific policies/programmes to support young people?	Inclusiveness (leaving no one behind)
Are there specific policies/programmes to support women?	Inclusiveness (leaving no one behind)
Are there specific policies/programmes to support people with disabilities?	Inclusiveness (leaving no one behind)
Are there specific policies/programmes to support	Inclusiveness (leaving no one behind)

migrant workers?	
Are there mechanisms to ensure and facilitate consultation and effective feedback from key stakeholder groups?	Effectiveness (collaboration) Inclusiveness (participation)
Is there a stakeholder engagement strategy?	Effectiveness (collaboration) Inclusiveness (participation)
Does the PES consult the social partners on a regular basis?	Effectiveness (collaboration) Inclusiveness (participation)
Does the PES have a strategy directed at the digitalization of services?	Effectiveness (competence) Inclusiveness (leaving no one behind)
Does the PES monitor whether digitalization increases or decreases the ability of different groups to access services?	Inclusiveness (leaving no one behind)
Does the PES communicate its services and functions to the public, for example through its website?	Inclusiveness (leaving no one behind)
Are the services of the PES communicated in a multilingual way?	Inclusiveness (leaving no one behind)
Is there a mechanism by which workers and employers can lodge complaints about the services provided by the PES?	Accountability (integrity)


E. Indicators of effectiveness of the administration of social dialogue

Social dialogue is a fundamentally important governance principle for the ILO. The ILO is itself governed on a tri-partite basis and it emphasizes the importance of promoting regular and effective social dialogue within ILO member countries.

Social dialogue can be defined as:



'all types of negotiation, consultation and information sharing among representatives of governments, social partners or between social partners on issues of common interest relating to economic and social policy' (Rychly and Pritzer, 2003)



Convention No. 150 contains important provisions that relate to social dialogue. Specifically, Article 5 states that:

1. Each Member which ratifies this Convention shall make arrangements appropriate to national conditions to secure, within the system of labour administration, consultation, co-operation and negotiation between the public authorities and the most representative organizations of employers and workers, or - where appropriate - employers' and workers' representatives.

2. To the extent compatible with national laws and regulations, and national practice, such arrangements shall be made at the national, regional and local levels as well as at the level of the different sectors of economic activity.

Convention No. 150 therefore implies the need for tri-partite social dialogue; that is social dialogue that involves governments, employers and trade unions. Such dialogue often takes place through economic and social councils and consultative committees or councils. Tripartite advisory bodies are frequently chaired by the minister of labour and the ministry is also typically responsible for supplying administrative support (ILO, 2024).

Tri-partite social dialogue has the potential to contribute to economic and social development and the promotion of decent work by , for example:

- ▶ ensuring that the social partners are made aware of policy proposals that affect those that they represent
- ▶ helping to ensure that government pays heed to the interests and concerns of the social partners when developing policies, which may increase the legitimacy of policies in the eyes of the social partners
- ▶ allowing governments to draw on the expertise of the social partners when developing policies, which might result in better policies that have a greater chance of being successful
- ▶ promoting consensus on the need to address important economic and social issues and the appropriate means of addressing them
- ▶ contributing to the achievement and maintenance of social and industrial peace and stability.

Social dialogue has also proved valuable in times of social and economic disruption, such as the financial crisis that began in 2008 and the COVID-19 pandemic that erupted in 2020. In both cases, tri-partite and bi-partite social dialogue helped national policy makers and the social partners to develop measures that helped to mitigate the impact of the crises on jobs.


According to the ILO (2024: 114), '[s]ocial dialogue and tripartism are essential for good governance: they play a key role in efforts to prepare, implement and evaluate national social and labour policies, to overcome the challenges linked to the evolving world of work, and to achieve the Sustainable Development Goals (SDGs)'. However, 'strong labour administrations are equally important for effective social dialogue to take place' (ILO, 2024: 115) and the ILO is particularly concerned that strengthening the relationships between labour ministries and the social partners, in terms of both involvement in policymaking and institutional links, should be a key objective of labour administration strategies.

Indicator	Pillar (principle)
Do representative bodies for workers and employers exist?	Inclusiveness (participation)
Do formal social dialogue institutions (SDIs) exist to enable tripartite social dialogue?	Inclusiveness (participation)
Does the main SDI meet on a regular basis?	Inclusiveness (participation)
Does the main SDI include representatives of the government and of employers' and workers' organizations on an equal footing? *	Inclusiveness (participation)
Are the main SDI's member organizations broadly representative of their respective constituencies? *	Inclusiveness (participation)
Does the main SDI have an equitable balance of women and men in its membership, and reflect other aspects of diversity in society? *	Inclusiveness (participation)
Does the main SDI discuss significant labour, social and economic policy issues? *	Inclusiveness (participation)
Does the main SDI generally succeed in building consensus among its members on policy issues, based on sound analysis and adequate information? *	Effectiveness (sound policy making)
Does the main SDI influence legislative and policy-making processes and outcomes? *	Inclusiveness (participation) Effectiveness (sound policy making)
Are the social partners routinely consulted on matters that directly relate to work and employment?	Inclusiveness (participation) Effectiveness (sound policy making)
Do the social partners play a role in deciding on the content of policies or programmes relating to work and employment?	Inclusiveness (participation) Effectiveness (sound policy making)
Are social partners represented in advisory bodies related to specific issues, such as migration or OSH?	Inclusiveness (participation) Effectiveness (sound policy making)
Are the social partners routinely consulted on	Inclusiveness (participation)

economic and social policy matters beyond those directly related to labour matters?	Effectiveness (sound policy making)
Are civil society organizations other than the social partners consulted about policies and programmes that are of direct relevance to them?	Inclusiveness (participation) Effectiveness (sound policy making)
If any matters relating to labour administration are delegated to civil society organizations, are there mechanisms to allow the labour ministry to check that those organizations are operating in accordance with national laws and regulations and are adhering to the objectives assigned to them?	Effectiveness (competence) Accountability (integrity)
Does the main SDI have efficient internal operations and communicate effectively about its work to its target audiences? * ⁷	Accountability (transparency)
If social dialogue takes place at sub-national as well as national level, are there mechanisms to ensure that different levels are aligned and receive information from each other?	Inclusiveness (participation) Effectiveness (sound policy making) Effectiveness (competence)

F. Indicators of effectiveness of research activities

Research activities are vitally important to the ability of labour administration systems to meet their objectives (ILO, 2024). The importance of research and data to labour administration are clearly specified in Convention No. 150 and Recommendation No. 158. Article 6, paragraph 2(b) of Convention No. 150 states that competent authorities within the labour administration system shall:

 'study and keep under review the situation of employed, unemployed and underemployed persons, taking into account national laws and regulations and national practice concerning conditions of work and working life and terms of employment, draw attention to defects and abuses in such conditions and terms and submit proposals on means to overcome them'.

⁷ Indicators marked with an * are derived from ILO (2021c).

Recommendation No. 158 states that:

‘For the fulfilment of its social objectives, the system of labour administration should carry out research as one of its important functions and encourage research by others’.

A further important ILO standard is the Labour Statistics Convention, 1985 (C160), Member countries that ratify this convention undertake to collect, compile and publish basic labour statistics on the following subjects:

- (a) economically active population, employment, where relevant unemployment, and where possible visible underemployment
- (b) structure and distribution of the economically active population, for detailed analysis and to serve as benchmark data
- (c) average earnings and hours of work (hours actually worked or hours paid for) and, where appropriate, time rates of wages and normal hours of work
- (d) wage structure and distribution
- (e) labour cost
- (f) consumer price indices
- (g) household expenditure or, where appropriate, family expenditure and, where possible, household income or, where appropriate, family income
- (h) occupational injuries and, as far as possible, occupational diseases
- (i) industrial disputes

C160 also states that ‘detailed descriptions of the sources, concepts, definitions and methodology used in collecting and compiling statistics in pursuance of this Convention shall be:

- ▶ produced and updated to reflect significant changes
- ▶ communicated to the International Labour Office as soon as practicable
- ▶ and published by the competent national body’.

C160 notes that data should be nationally representative.

Research is an important activity in the development of policies and interventions. It can help to establish what policies and activities are likely to be most effective and efficient and advise on appropriate indicators to establish the impacts of interventions. The ability of labour administration bodies to gather and process information and use that information in developing strategic plans is vital if resources are to be deployed most efficiently.

Indicator	Pillar (principle)
Are representative national surveys related to work and employment conducted at least once a year?	Effectiveness (sound policy making)
Is nationally representative data about the economically active population, employment and	Effectiveness (sound policy making)

unemployment collected at least once a year?	
Is nationally representative data about average earnings and hours of work (hours actually worked or hours paid for) collected at least once a year?	Effectiveness (sound policy making)
Is nationally representative data about the wage structure and distribution collected at least once a year?	Effectiveness (sound policy making)
Is nationally representative data about occupational injuries and, as far as possible, occupational diseases, collected at least once a year?	Effectiveness (sound policy making)
Is nationally representative data about industrial disputes collected at least once a year?	Effectiveness (sound policy making)
Are the concepts and measures used in research consistent with the concepts and measures agreed by the International Conference of Labour Statisticians?	Effectiveness (sound policy making)
Is the labour ministry able to access both micro economic and macroeconomic data?	Effectiveness (sound policy making)
Is the labour ministry able to access and analyse real time data?	Effectiveness (sound policy making)
Is a system in place for identifying research and knowledge gaps?	Effectiveness (sound policy making)
Are the labour ministry and other labour administration bodies able to sufficiently analyse data relating to work, employment and the labour market?	Effectiveness (sound policy making)
Are researchers working in the labour ministry and other labour administration bodies made aware of relevant ILO Conventions and Recommendations?	Effectiveness (sound policy making)
Do analyses of labour market data consider differences between different groups in terms of e.g. gender, race, disability?	Effectiveness (sound policy making) Inclusiveness (leaving no one behind)

Does the labour ministry regularly commission external researchers to help it gather and analyse information about labour matters?	Effectiveness (sound policy making)
Is the labour ministry able to use data to predict the outcomes of policies and programmes and estimate future labour market trends?	Effectiveness (sound policy making) Inclusiveness (leaving no one behind)
Are the impacts of at least some policies/programmes subsequently evaluated?	Effectiveness (sound policy making)
Are the impact of policies/programmes on different groups within the labour market assessed?	Effectiveness (sound policy making) Inclusiveness (leaving no one behind)
Are learning objectives for evaluations identified early in the evaluation process?	Effectiveness (sound policy making)
Are evaluations conducted in time for their findings to inform upcoming policy decisions?	Effectiveness (sound policy making)
Are evaluation findings disseminated in ways that enable them to inform upcoming policy decisions?	Effectiveness (sound policy making)
Is a management response to evaluations system in place?	Effectiveness (sound policy making)
Are management responses and follow up to evaluations tracked?	Effectiveness (sound policy making)
Are regulatory impact assessments conducted for at least some policies/programmes?	Effectiveness (sound policy making)
Are research findings made freely available to the public, for example via the Ministry's website?	Accountability (transparency)



G. Index of effective governance


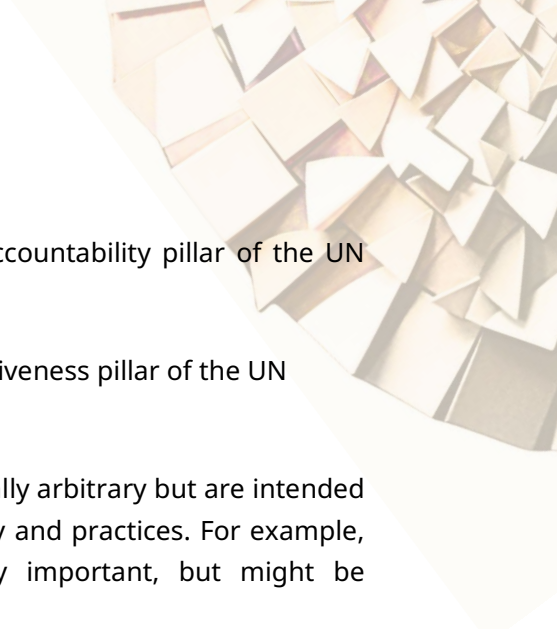
This section builds on the preceding chapters by proposing an index of effective governance in labour administration. This index is not intended to provide sufficient means to assess the effectiveness of a labour administration system, nor is it intended to serve as a tool to compare different labour administrations. Instead, it is proposed as a self-assessment tool that, along with other qualitative appraisal means, such as research, surveys and opinions from stakeholders, might help national authorities to evaluate their systems, in particular against UN principles and International Labour Standards.

The following principles have guided the selection of indicators that form the index:

- (a) They should capture fundamentally important information about labour governance
- (b) They should be applicable to different national contexts
- (c) They should be easy to understand
- (d) It should be possible to measure each indicator in an objective and relatively transparent way, as opposed to relying on perceptions that might be imprecise (although it should be noted that the selection of objective criteria involves a degree of subjective assessment) (Arndt and Oman, 2006: 30).
- (e) Labour ministries and other relevant public bodies should be able to provide information for each indicator without collecting further information on a regular basis.

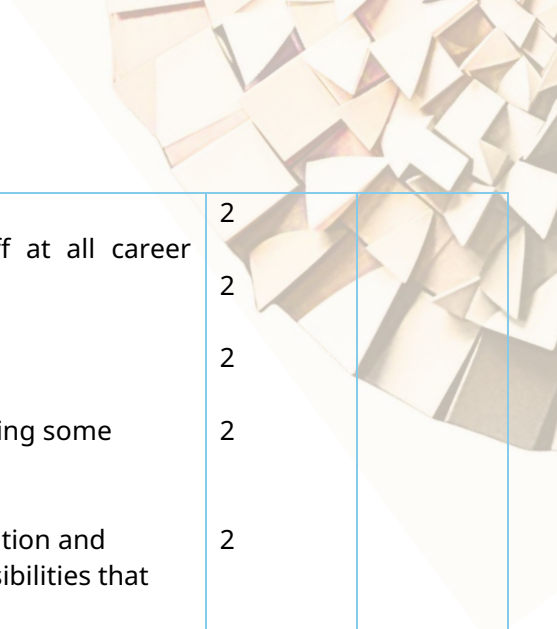
The index is underpinned by five blocks of indicators. Each block is associated with a maximum score of 20. For purposes of measurement, the blocks can be treated as independent of each other or alternatively combined to provide a total governance 'score' Taken together, the blocks enable countries to achieve a maximum score of 100. The indicators blocks are:

1. The legal framework: The indicators associated with the legal framework relate to five ILO Conventions that are critical to governance and labour administration. These are:
 - C150 – Labour Administration Convention, 1978 (No. 150)
 - C081 – Labour Inspection Convention, 1947 (No. 81)
 - C122 – Employment Policy Convention, 1964 (No. 122)
 - C129 – Labour Inspection (Agriculture) Convention, 1969 (No. 129)
 - C144 – Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)C150 is of obvious importance to labour administration. The remaining four Conventions have been designated as governance (or priority) instruments by the ILO's Governing Body, given their importance for the functioning of the international labour standards system. The Governing Body therefore encourages member countries to ratify these Conventions.
2. The Institutional framework: The relevant indicators relate to the existence of the main organizational building blocks of labour administration.
3. Effectiveness. A set of 20 indicators that relate to the effectiveness pillar of the UN principles on effective governance.

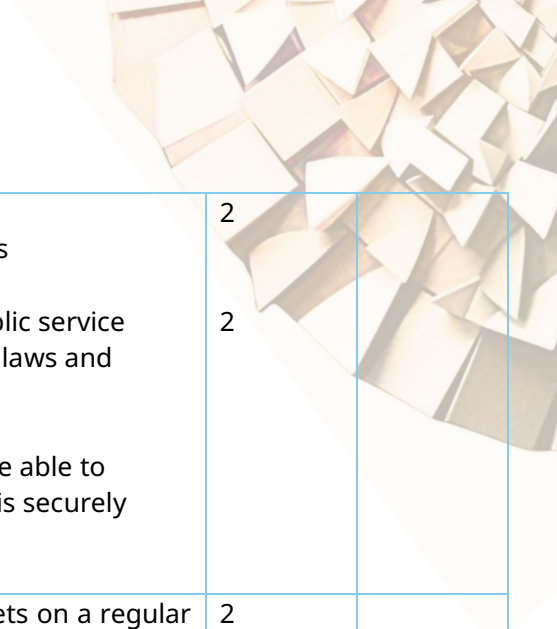
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4. Accountability. A set of 20 indicators that relate to the accountability pillar of the UN principles.
 5. Inclusiveness. A set of 20 indicators that relate to the inclusiveness pillar of the UN principles.

The relative weights attached to the various indicators are essentially arbitrary but are intended to reflect the relative importance of the various institutions, policy and practices. For example, strategic planning frameworks (effectiveness) are undoubtedly important, but might be considered less important than ratification of C.150.

Factor	Indicator	Points	Score
1. Legal framework	Ratification of <u>C150 - Labour Administration Convention, 1978 (No. 150)</u>	4	
	Ratification of <u>C081 - Labour Inspection Convention, 1947 (No. 81)</u>	4	
	Ratification of <u>C122 - Employment Policy Convention, 1964 (No. 122)</u>	4	
	Ratification of <u>C129 - Labour Inspection (Agriculture) Convention, 1969 (No. 129)</u>	4	
	Ratification of <u>C144 - Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)</u>	4	
	(n.b. if a Convention has not been ratified, there might be legislation that is to some extent consistent with the Convention. If so, 2 points can be awarded).		
2. Institutional framework	There is a national labour ministry (or equivalent public body)	4	
	There is a national labour inspectorate (as part of the ministry of labour or separate body)	4	
	There is a national Public Employment Service	4	
	There is at least one formal social dialogue institution that enables tripartite social dialogue	4	
	There is at least one formal social dialogue institution that enables tripartite 'plus' social dialogue	4	
3. Effectiveness	New recruits are expected to hold appropriate professional qualifications	2	



	<p>Training opportunities are provided to staff at all career stages</p> <p>Strategic planning frameworks are used</p> <p>The labour ministry has a strategy for digitalizing some services</p> <p>Measures exist to ensure effective communication and coordination across all ministries with responsibilities that relate to labour matters</p> <p>Measures exist to ensure effective communication and coordination within ministries with responsibilities that relate to labour matters</p> <p>Representative national surveys related to work and employment are conducted at least once a year</p> <p>The labour ministry and other labour administration bodies have sufficient expertise and capacity to analyse data relating to work, employment and the labour market.</p> <p>Analyses of labour market data consider differences relating to, for example, gender, race and disability</p> <p>The impacts of at least some policies/programmes are evaluated</p>	<p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p>	
4. Accountability	<p>All bodies involved in labour administration are required to provide periodic information or reports on their activities and performance</p> <p>Information about the performance of labour administration is made freely available to the public</p> <p>There are mechanisms by which workers, employers and others can file complaints about the services provided by labour administration bodies</p> <p>The remuneration of labour administration staff is comparable to that of officials in other areas of public administration, performing equivalent functions</p> <p>There are codes of conduct and related disciplinary procedures</p> <p>There are effective internal auditing arrangements</p> <p>There are effective external auditing arrangements</p>	<p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p>	



	<p>There is effective protection for whistleblowers</p> <p>There are mechanisms to ensure that non-public service providers operate in accordance with policies, laws and ethics</p> <p>All bodies involved in labour administration are able to ensure that data relating to service recipients is securely managed and stored</p>	<p>2</p> <p>2</p>	
5. Inclusiveness	<p>The main Social Dialogue Institution (SDI) meets on a regular basis</p> <p>The main SDI's member organizations are broadly representative of their respective constituencies</p> <p>The main SDI include representatives of the government and of employers' and workers' organizations on an equal footing</p> <p>The main SDI has an equitable balance of women and men in its membership, and reflects other aspects of diversity in society and the world of work</p> <p>The main SDI influences legislative and policy-making processes and outcomes</p> <p>There are measures to promote equality, diversity and inclusion in the recruitment and management of labour administration staff</p> <p>There are specific units and/or policies and programmes aimed at improving labour market outcomes for women</p> <p>There are policies/programmes aimed at improving labour market opportunities and protections for potentially disadvantaged or vulnerable groups such as disabled or young people</p> <p>The mandate of labour administration includes the informal economy</p> <p>Services and information are provided in multilingual ways</p>	<p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p>	
Total		100	Sum



Exercise – Measuring progress and performance in labour administration: from intentions to evidence

Goal

Develop together a shared understanding of how labour administration systems can assess their performance and progress, using indicators and monitoring tools to support effective governance, accountability and continuous improvement.

Suggested time

1 session of 90 minutes.

Method

Guided discussion in small groups followed by a plenary exchange, focusing on how **performance measurement and indicators** can be used as practical tools for management, learning and decision-making in labour administration.

Preparation

- Adapt the exercise questions (below) to the national or institutional context of labour administration.
- Prepare handouts with the questions, or display them on a flip chart.
- Provide a short overview of the UN principles of effective governance and the main categories of indicators used in labour administration (effectiveness, accountability, inclusiveness).
- Materials: flip charts, markers, tape.



During the exercise

1. Divide participants into small groups. Ask them to discuss the questions and record their reflections on a flip chart, contrasting **current practices with desired approaches** to performance measurement and monitoring.
2. Each group nominates a rapporteur to present the results in plenary.
3. In plenary, rapporteurs present their conclusions. Participants identify common strengths and weaknesses in the use of indicators and performance information.
4. The facilitator guides the discussion towards **identifying realistic and context-appropriate uses of indicators**, avoiding overly complex or purely formal approaches.

Helpful questions for the discussion

Reflecting on performance measurement and monitoring in labour administration:

- How is the performance of labour administration currently assessed and reported?
- What types of information are routinely available to managers and decision-makers?

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- To what extent do existing indicators help assess effectiveness, accountability and inclusiveness?
 - Which areas of labour administration are well covered by indicators, and which remain difficult to measure?
 - How are indicators used in practice: for learning and improvement, for accountability, or mainly for reporting?
 - What risks arise from poorly designed or excessively complex indicators?
 - How can performance measurement support strategic planning, resource allocation and policy adjustment?
 - What would a “useful” and “manageable” set of indicators look like in the national or institutional context?

Expected outcome

The discussion should clarify the role of indicators and performance measurement in strengthening labour administration governance, identify gaps and limitations in current practices, and generate practical orientations for using indicators as tools for learning, accountability and informed decision-making.

Tips for trainers

This exercise can be conducted as a stand-alone activity focusing on performance measurement and indicators in labour administration. It can also be used as part of an integrated sequence, following exercises on functions (Module 1), organization (Module 2), resource management (Module 3) and strategic planning (Module 4). In this sequence, it prepares the ground for further discussion on social dialogue, participation and inclusive governance in Module 6.



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