MINISTRY OF EMPLOYMENT AND LABOUR

HUMAN RESOURCES

- PROFILE AND POTENTIAL -

ILO AREA OFFICE COLOMBO
AUGUST 2003

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Abbreviations

ACL   Assistant Commissioner of Labour
CGL   Commissioner-General of Labour
CL    Commissioner of Labour
DCL   Deputy Commissioner of Labour
EPF   Employees’ Provident Fund
ILO   International Labour Organization
MoEL  Ministry of Employment and Labour
IOSH  Institute of Occupational Safety and Health
EXECUTIVE SUMMARY

The Ministry of Employment and Labour has embarked on a modernisation drive, in line with Government’s policy to enhance public sector productivity. In its effort to become the benchmark Government institution in the field of work, the Ministry has endorsed a new vision and aims at promoting economic and social development in a fair balance. It has to achieve this with its current staff and undertook this Human Resource Audit to get an overview of its in-house capacity versus new requirements. In order to systematically collect HR information for future planning purposes, a database has been developed and installed in the Ministry. A field survey of 2200 Ministry staff members and extensive consultations resulted in the following conclusions and recommendations:

The number of professional staff, especially the 500 positions for labour officers and 200 positions for field officers is sufficient as main cadre to perform technical work in all functional areas as planned. However, with officers presently spending up to 50% of their time on EPF-work, it is unclear how MoEL plans to implement new tasks. Any reorganization, therefore, needs to look into computerization as a top priority. Additional resources will be needed in the area of occupational health, as an interim solution until the IOSH is established. The posting of officers across the country needs to be planned bearing in mind that provincial offices will be relatively small coordinating units and that the district offices will be responsible for actual service delivery.

The number of clerical staff is very high, for example there are 1200 clerks in EPF alone. On the other hand, there are few typists in most divisions, which creates a bottleneck in the currently manual system of the Ministry. Departmental staff, including clerks, is not transferable to another Ministry. Staff in the combined service under the Ministry of Public Administration is transferable after five years. MoEL might consider to concentrate on training departmental clerks, and to rely on them entirely in the medium-term.

The quality of professional staff to perform the traditional functions such as labour protection and industrial relations is good. There is a skill gap for the functions related to economic development, such as productivity and employment creation. While the potential of officers to acquire new technical skills is considered high, the Ministry is more concerned about the change in attitude that is expected of its professional staff to perform the future double role. This will need to be a training priority, besides a levelling of English language skills, Sinhala/Tamil language skills and computer skills.

The quality of clerical staff is sufficient in the current system but is certainly insufficient once the Ministry is computerised. The skill gap relates not only to computer skills, as well as the total lack of English language skills, but also to a general “productivity gap”.

In order to bridge the skill gap among its professional staff, and to increase the internal productivity, the Ministry might consider the countrywide computerization and a performance improvement programme as immediate priorities. While the latter can begin within a few weeks, the computerization might take longer. However, with electronic support MoEL can free working time for new tasks, utilize high-performing officers in virtual working groups, perform its information function in an outstanding manner, and become a model Government institution for productivity.
1. The future Ministry of Employment and Labour

1.1 Sequence of ILO-technical assistance

The Sri Lankan Government is currently undertaking efforts to streamline the public sector and to make it more service-oriented and proactive in outlook. The Minister of Employment and Labour intends to be on the forefront of these developments and requested the ILO to advise on a new vision and direction for the transformation of his Ministry.

The ILO, in December 2002, drafted a document called “Future Directions for the Ministry of Employment and Labour” in response to the Minister’s request. It provides the framework for the revitalization and restructuring of the Ministry for it to become, and be widely recognized as, an innovative and dynamic institution providing a full range of labour and employment services for all Sri Lankans engaged in the world of work.

As a preparatory step for the implementation of recommendations contained in the future directions report, it was agreed with the Ministry to carry out a human resource audit with a view to determining the capacity of existing staff to perform future tasks to the required standard. The Human Resource Capacity Profile of the Ministry as well as the training needs analysis presented in this document are the result of a joint research exercise by the ILO and the Ministry, carried out in June/July 2003.

1.2 Governments’ efforts in public sector reform

Public sector reform has been identified as a necessary component of Government’s poverty reduction strategy, as spelled out in the "Regaining Sri Lanka (RSL)” strategy paper¹. While it is recognized that Sri Lanka does have already several elements of good governance, it is stated at the same time that its public administration suffers from tremendous over-staffing, an excessive number of institutions, an excessive reliance on administrative procedures, weak institutional control mechanisms and politicization (p. 86).

The general impression is that public sector institutions tend to be resistant to change, function without clear visions and plans, and are characterized by a “near-absence” of human resource management. The latter is evident through a low level of motivation in parts of its workforce, inadequate delegation of decision-making power, and the fact that training and skill retention are low priorities.

¹ RSL was officially released in January 2003 and can be downloaded from www.regainingsrilanka.org. The document was updated in May 2003, which is the version cited in this report.
The current Government stresses its commitment to transform the public service to achieve high standards of good governance. Some of the key elements in this regard are:

(i) Revival of the independent Public Service Commission to ensure that admission to and promotion within the public service is based purely on criteria of need and professional merit.

(ii) Pilot-test of a new recruitment scheme for designated special senior management and technical posts within Government, based on an open competition and offering training opportunities to new entrants.

(iii) Introduction of incentive systems based on job-related work performance with transparent screening criteria and promotion process.

(iv) Consolidation of Government departments to reduce duplication at all levels and to ensure devolution of functions to local authorities. Every department is required to rationalize its cadres of employees over the next three years.

(v) Introduction of modern management practices through, among others, regular consultations with stakeholders, business plan development, public scrutiny of progress in achieving reform goals.

The Poverty Reduction Strategy will be implemented as an integral component of the Government’s Economic Reform Program. Task Forces comprising public and private sector resource persons are established in those areas where major reforms are required. Specific terms of reference, clear reporting procedures and the necessity to present action plans within a pre-defined schedule are expected to keep the Task Forces focused on output-based work.

The proactive stance of Government on the modernization of its central functions and the facilitation of a thriving private sector has become evident also by the development of the following three policy documents:

- **National Productivity Policy – Private Sector Component**
- **National Productivity Policy – Public Sector Component**
- **National Employment Policy**

The Prime Minister has assigned the subject of productivity to the Ministry of Employment and Labour. In response, the Ministry established a special

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2 These documents can be downloaded from: [www.slproductivity.org](http://www.slproductivity.org) and [www.slnep.org](http://www.slnep.org)

3 The Ministry also hosts the National Productivity Secretariat.
Advisory Committee with tripartite representation to undertake the task of formulating a National Productivity Policy. The National Employment Policy, drafted earlier in 2002, provided an important source of input to the work on productivity issues.

The public sector component of the productivity policy introduces many terms and concepts that originate in the private sector and sound new and unfamiliar in a public working environment. However, Government is in the process of applying these modern management methods. One example is the Action Programme dealing with the development of competencies and skills to which this Human Resource Audit is directly linked:

“All government organizations are required to identify core staff categories and key competencies… In a comprehensive human resource competency profile, each organization will show types and levels of skills employees possess, chart out what skills are to be acquired in future and how inter-related skills are developed to form core competencies.”

The National Employment Policy contains seven initiatives that are instrumental in the process of “regaining Sri Lanka”. It is the key document in the employment field and spells out the vision of a globally employable and competitive labour force. The policy paper focuses on the development of Sri Lanka’s human capital as the real value of the country. The topic of good governance emerges in Initiative 6 called “Partnerships re-aligned”. A responsive public service is considered key to a functioning tripartite partnership at the national level:

“All the officers of the public sector would be reoriented to enhance their mobility in addition to servicing and satisfying the needs of the private sector and reducing the bureaucracy in public service.”

Sri Lanka’s development partners, most prominent among them the largest multilateral donor, the World Bank Group, join in the efforts to reform the public service. In its Country Assistance Strategy for the fiscal years 2003-2006, the World Bank builds on the poverty reduction strategy contained in the RSL document and defines three core themes:

- Peace
- Growth
- Equity

Assistance to begin a wider public sector reform is subsumed under “Growth”, based on the understanding that a sound macroeconomic environment is needed for the private sector to thrive. In the fiscal year 2003, the Bank initiates support to this process and intends to determine the allocation of funds over the coming years. The Bank states that the

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4 Refer to page 9 of the National Productivity Policy – Public Sector Component
5 Refer to page 52 of the National Employment Policy
programme would focus on the reform of public sector employment systems and structures, and the related structure of public expenditure, including the issues of decentralization of decision-making and revenue-sharing. Complex technical support is planned for restructuring, including retraining redeployed staff, and for developing a comprehensive program to strengthen public sector capacity ⁶.

1.3 MoEL’s new vision: balancing growth and equity

The ILO’s “Future Directions” report highlights the challenge for MoEL to find an appropriate balance between economic development and social protection. The Ministry has been assigned responsibility for a wide range of employment, productivity and human resource issues in addition to its more traditional labour protection and labour relations functions.

Its developmental role will focus on employment and human resource development issues, and productivity enhancement with a view to building international competitiveness. The protectionist role will see the revitalization of its work in labor protection and industrial relations through increased attention on strengthening the capacity of workers and employers to assume more responsibility for the nature and outcomes of their interactions, particularly at enterprise level.

Accordingly, the Ministry’s new vision is as follows: “Balancing growth and equity - Achieving higher living standards and quality of life for all Sri Lankans through striking a suitable balance between considerations of economic growth and social equity”. The Future Directions report defines new functional responsibilities, organizational structures and operations for the Ministry. While minor changes might still be undertaken, the recommendations contained in the report are accepted, and the Ministry initiated implementation in mid-2003.

The planned restructuring goes far beyond the development of new organizational charts and different job titles. The most important and fundamental change will be that every staff member has to adopt a proactive and innovative attitude, if the Ministry as a whole is to fulfil its double role in promoting labour protection and economic growth successfully.

New functional responsibilities

The Ministry has been assigned with responsibility for multiple tasks, which will require a restructuring of divisions, a re-assignment of staff and the assumption of new roles by many officers. The new functional responsibilities as recommended in the future directions report are listed below:

New functional responsibilities have to be put into practice, and that requires the management to devise adequate structures and processes and to assign and train staff. At this point in time, discussions about details of future tasks are not yet finalized for all functions. However, the future directions document provides general information about what will be expected from staff, especially from labour officers and field officers.

#### Labour protection and industrial relations

Staff involved in labour inspection and work in the area of industrial relations will have to balance the traditional protectionist approach with the objective of encouraging economic development at the same time. Officers will aim at:

- Preventing minor disagreements from escalating
- Improving labour-management relations
- Improving labour productivity
- Improving the working environment

Labour protection and industrial relations will be separated and not performed by the same officer in order to avoid confusion about their respective roles. Inspectors will not get involved in dispute resolution and settlement and officers in industrial relations do not get involved with enforcement and compliance issues.

In addition to the traditional enforcement procedures, the officers will, therefore, promote other tools such as self-reporting, social dialogue and collective bargaining. Emphasis will be on prevention and improvement.
Labour inspection: it is planned to train “general inspectors” who will be in charge of the areas working conditions, work safety and occupational health with backup from technical specialists where needed. Trade union affairs will be an aspect of labour protection in future.

Industrial relations: more interaction at enterprise level will be encouraged; instead of a highly interventionist approach, officers will follow a framework approach with broad guidelines and the objective to move responsibility from the industry, sector, and national level into the enterprise.

- Employment creation and employment promotion, productivity enhancement, employment services, linkages and partnerships

These are functions where the Ministry’s staff is to a large extent dependent on how well the cooperation with the private sector is working. Management is in demand to strengthen the network and to intensify consultations and information exchange with private sector bodies. The next step is to expand relationships on the working level, so that officers are aware of activities within the business community.

An active stance in public-private sector cooperation, more creativity and innovative thinking cannot be “ordered”. Here, again, the change in attitude that is required will come only if management does exemplary work in this regard, if objectives are clearly communicated, and if the officers understand that cooperation with the private sector is an inbuilt feature of their future job profile.

In future, the Ministry will also extend field operations further. Information and advisory services will be provided to the whole workforce countrywide, including workers not covered by formal employment arrangements such as members of cooperatives, domestic workers, farmers.

- Social security

Focus will be on policy issues rather than operational details. The Ministry has the mandate and the capacity to raise and debate policy options related to social security, to prepare policy documents as a basis for passing laws and to establish the administrative machinery. Technical issues that are being discussed at present are new initiatives in social security and social insurance, particularly concerning unemployment insurance and health insurance. The expansion of social security to cover a wider part of the population is also on the agenda. A structural change currently under discussion is whether the EPF and ETF will be joined and organized as a statutory body.
Training, research and information services

Internal staff training will be based on a continuous training needs analysis and will be linked to the planned performance improvement programme. MoEL is aware of the benefits of systematic and professional staff training and is committed to a more comprehensive approach in future.

Two institutions will play a leading role in providing training to different target groups, including Ministry officials. These are the National Institute of Labour Studies and the Institute of Occupational Safety and Health. The Institute of Labour Studies will offer worker and trade union education programmes and assume prime responsibility for staff training within the Ministry. The Institute on Occupational Safety and Health will mainly be tasked with the formulation, implementation and periodic review of a national policy on occupational health and safety, and working environment.

MoEL also plans to increasingly utilize information derived from its nationwide administrative records in publications such as statistical bulletins or newsletters.

Gender awareness

Gender awareness will be promoted within the Ministry and as a cross-cutting issue in the technical work of the Ministry. A special gender unit will be established for this purpose.

Consultation, Coordination and Social Dialogue

The Ministry needs to be well informed on the needs and requirements of its clients in order to provide effective services. The key advisory body to the Minister on all labour and employment matters is the National Labour Advisory Committee. Provincial and district offices will play a bigger role in consulting and coordinating, especially to enter into tripartite dialogue with employers and trade unions. This will also strengthen the Ministry’s profile and increase its presence outside of Colombo.
New structures

The main change in structure for the Department of Labour is the transfer of employment service responsibilities to the Employment Promotion Division (under one of the two Additional Secretaries), the integration of all inspection functions to the Labour Protection Division (under the Commissioner-General), and the eventual transfer of the technical work in safety and health to the Institute on Occupational Safety and Health.

Field services in provinces and districts will fall under a field operations division, which will coordinate the work of nine provincial offices on matters relating to labour protection, labour relations, workers education, and social security.

The Ministry will continue to decentralize operational matters to the provinces and districts. The structural changes will, therefore, have their strongest impact on these organizational levels. The corresponding organizational charts as foreseen in the future directions report are provided below:
In Headquarters:

MoEL – Provincial Office Structure

...in charge of administration and finance, labour market information and statistics, consultations with employers, workers and other representative groups.

Head Field Operations
Head Employment Promotion

reports to

MoEL – District Office Structure

...in charge of administration and finance, labour market information and local consultations

reports through

MoEL – Provincial Office Structure

MoEL – District Office Structure
2. Capacity Profile 2003

2.1 Research framework

This report is to serve three ends:

- Firstly, to assess the current human resource capacity of the MoEL in terms of quantity and quality of staff
- Secondly, to develop generic job descriptions and staff requirements in relation to the Ministry's future purpose, objectives and functions
- Thirdly, to identify the training needs of the existing staff to perform the future functions of the Ministry to the required standard

The research strategy rests on four pillars:
- Field survey of more than 2200 staff members
- Consultations with a sample of officers across the island
- Interviews with key informants
- Focus group discussion

The questionnaire that was used for data collection has been developed jointly with the Task Force “Human Resource Audit” in MoEL. A copy of the questionnaire in English is attached in the Annex. The Task Force was responsible for the translation to Sinhala and Tamil and for the mailing of the questionnaire, which was sent out to every employee via his or her workplace with an official explanatory cover note by mid-June 2003.

Out of a total of 2200 questionnaires, 2147 were filled in and returned by mid-July. More than 1400 persons indicated on the form that they would like to speak directly to the ILO-team. These staff members were contacted by a multilingual research team via telephone to find out whether they want to complement information provided in the questionnaire. Also, every questionnaire that showed data inconsistencies was followed up by telephone interview. The main result of the telephone interviews is encouraging for the modernization process of the Ministry, as the overwhelming majority stated that they wanted to speak to the research team simply to indicate their general willingness to provide any further assistance.

It was subsequently decided to hold consultations with a sample of labour officers, field officers, and other technical officers across the country. These consultations took place mid-August. Additionally, the Task Force suggested a number of key informants. Consultations with these senior officials from different technical areas and different regions of the country were meant to complement research into training needs. The individual consultations with key informants took place in the first half of August. A national conference of the MoEL on 15 August provided the framework for a focus group discussion with senior officers. A list of all key informants is attached in the Annex.
The consultant also took into consideration the results of consultations held in May and June 2003 with the Hon. Minister Samarasinghe and senior management staff in connection with the JobsNet project of the Ministry. The training of 110 placement officers and career guidance officers in four seminars during the period October 2002 - April 2003 provided another valuable source of information regarding training needs of Ministry staff. The consultant conducted the training seminars for these officers on behalf of the ILO Colombo.

Parallel to the data collection, a software company developed a management information system that reflects the questionnaire results and can be used for human resource planning purposes of the Ministry. The software was presented to MoEL and installed in their computers. Ministry staff was trained in data entry to ensure easy future updates of the database.

While the Task Force made sure that questionnaires were translated and posted in time, the replies from remote offices took longer than expected. All subsequent working steps were accordingly delayed. Also, data entry took longer than expected due to the amount of time needed to translate the open questions in the questionnaire regarding training and working experience.

2.2 Field survey

- To be completed -

2.2.1 Overview of the workforce

2.2.2 Personal profiles

2.2.3 Educational levels

2.2.4 Special skills within the Ministry

2.2.5 Training received by MoEL staff

2.2.6 Working experience of the staff
2.3 Consultations

2.3.1 Quantity of staff

The quantity of staff did not emerge as an urgent issue during consultations, except in some districts and in some technical areas. The Jaffna Office, for example is without a labour officer; other offices have unfilled positions as well. The occupational health division is clearly understaffed: two doctors have to cover the whole country. They are supported by two research officers, two assistants, and two labour officers, who are only dealing with occupational health on a part-time basis as they have to perform their other duties on EPF, inspection, industrial relations, and workers’ education as well.

While there are many capable younger officers, the gap between them and senior management does not seem to close. This leads to a very thin and increasingly older group of officers in the second and third line of management. The Ministry observes the problem over some time now and appears to be searching for an appropriate solution.

A large number of staff is concerned with EPF-work: there are 1200 clerks countrywide and 200 field officers who are working fulltime for EPF. The group of labour officers, currently there are 410 filled positions, also commits a substantial amount of working time to EPF-work, namely between 40-50%.

2.3.2 Quality of staff: technical qualifications

The Ministry, and here in particular the “Department staff”, is comfortable in the protectionist role. The Department has over the past decades acquired a key competence in this regard. The technical areas labour protection and labour relations function smoothly, and the Ministry is recognized as the specialist institution. Staff demonstrates a certain pride about this fact, too. The enforcement character is also manifested in job titles and a general quasi-judicial, as already stated in the future directions report.

While staff is comfortable with the protectionist role, there is only a limited understanding of what the developmental role implies. Even the mentioning of a “new role” seems to evoke a general feeling of being overburdened. People are hard-working and busy enough with law enforcement, workers’ education, data collection etc. The concept that the developmental aspect would be incorporated into enforcement tasks and into other technical areas is at this point in time difficult to imagine for staff on the working level.

It is generally acknowledged that labour officers, all of whom are graduates, are capable and willing to learn new skills. However, especially the English proficiency and computer knowledge varies within this group. The often only
rudimentary English communication and writing skills are considered a stumbling block for a future career and also, in their current work, for linkages between the Ministry and the private sector. Furthermore, it is realized that with the progressing peace process, professional staff will be required to work in all three languages, English, Sinhala and Tamil, in the near future.

Most of the clerical staff appears to lack English and computer knowledge. Although at present most clerks are not required to work in English or to use a computer, it is felt that this will pose a problem in future. It is also realized that for as long as clerks perform their duties manually, they make mistakes and slow down office productivity.

2.3.3 Quality of staff: the right attitude

Labour officers are generally considered to be technically qualified in their respective field of work. However, it was repeatedly remarked that officers would need to change their attitude regarding future tasks. Main points raised were related to the need for a more service-oriented approach towards customers and more openness towards private sector expectations in general.

In order to work in a partnership with the private sector, as it will be increasingly expected in future, professional staff needs to be exposed to how the private sector works and what the business community needs from the Ministry. It is felt that this would not only help to focus the service offer of the Ministry but it would also improve its productivity once officers got acquainted with a more dynamic working environment.

MoEL staff is highly focused on the immediate working environment and generally not concerned with topics that go beyond the division, district, or unit. This is not to say that people are not alert to new developments and do not follow when informed about upcoming events or changes. It is rather that they do not relate to those new topics until a superior introduces it or until an official circular requires them to.

The most evident example of segmentation is in the use of language by staff when referring to their respective places of work. In terms of numbers, most people are working for the Department of Labour, namely more than 2200, while “the Ministry” consists of only around 100 positions. Notwithstanding the reasons for this situation, the important observation is that Department staff considers the Ministry almost as a different institution and vice versa. This relates to people, functions and structures. The consistent use of the term “MoEL” in this report, for example, must be confusing to a staff member of “the Department”.
As in other public sector institutions, the hierarchical thinking in the Ministry is strong. It is important to stress this point here, as it has an effect on the mindset of staff. Prospects to move into management positions are clearly defined: a labour officer, for example, has to serve a minimum of ten years before the position of Assistant Commissioner of Labour (ACL) is in reach. The ACL, in turn, can be promoted after another ten years into the position of Deputy Commissioner of Labour (DCL). Staff is aware of these regulations and accepted them upon entry into the public service. It is, therefore, not surprising that the idea of personal career planning is strongly determined by these official regulations.

2.3.4 Key areas impacting on HR

- Management is stressing the fact that the Ministry is not adequately equipped with computers to drive forward the modernisation of its functions. In addition to computers, many offices especially in the districts lack telephones, fax machines, and vehicles.

- The Ministry’s top management consists almost entirely of men, and while there are a number of senior female officers, it is felt that women in general should be supported to move into management positions in larger numbers.

- Officers in the Ministry prefer to be stationed close to their home. Once they have achieved this, they try to stay at that duty station for as long as possible with the result that there is little regional rotation among officers within the country.

- Public relations work to “advertise” the Ministry’s services and to establish contact with a wider customer group is considered important. With the increasing decentralization of government, the PR aspect is seen as vital, especially at district level. There is no concept, however, at this stage as to how the Ministry could be “promoted”, and how its “service products” could be marketed.

- The opportunity to receive training is valued high by officials in the Ministry, to an extent that it is considered a “waste of resources” to train officials in the combined service. These officials, for example administrative staff such as accountants, administrative staff, legal or scientific staff, are transferable and fall under the oversight of the Ministry of Public Administration. A recent circular, for example demands clerks in the combined service to be transferred after five years.

- Management is aware of and familiar with modern management tools such as performance appraisals. However, it seems to be reluctant to conduct an annual performance appraisal. At present, it is rather a paper exercise where staff fills in appraisal forms once a year that automatically result in the expected salary increment, except of course in serious cases where disciplinary action is necessary.
The management team within MoEL is a capable and creative one. People on this level are confident that they will cope with upcoming changes. However, the majority of professional staff in MoEL is not used to generate new ideas at their working places. They need strong encouragement to engage in discussions about how things could be implemented differently or better. The individual officer seems to feel as a tiny part within the large Ministry where new ideas get lost easily or are not needed at all to keep operations running.
3. Reaching for the right quantity and quality of staff

3.1 Conclusions

3.1.1 Quantity of staff

- Professional staff:

The main body of professional staff on the technical working level consists of around 410 filled positions for labour officers and around 200 positions for field officers. With the planned organizational structure of nine provincial offices and five to six district offices per province, the maximum number of offices would be 54, not taking into account additional sub-offices that might be established where needed. A certain number of labour officers will also be needed in Headquarters in Colombo. The Ministry, therefore, has to plan with statistically ten officers per office, bearing in mind that in order to perform future tasks in a more decentralized way, more staff needs to be assigned to district and sub-district offices.

Among technical functions, occupational health is the function with the largest staff gap, especially since it is expected to be a much more important function in future as part of the general inspectorate. At present, two doctors are expected to cover the whole island from Colombo.

The present staff cadre is also inadequate for the functions employment creation, employment promotion and productivity enhancement. Again, the staff shortage for these functions is most severe in the districts where the Ministry intends to provide services to more groups of workers and with a wider geographical coverage in future. The establishment of a productivity secretariat in Colombo is not sufficient to meet the set goals for this function.

- Clerical staff:

The ratio of clerical to professional staff is very high. One example from the combined service is the finance division, where there are six clerks for one accountant. The EPF is an example from the departmental service and at the same time the most personnel-intensive technical area: it has 1200 clerks countrywide. In terms of present productivity levels, another quantitative statement is important and here again the finance division provides a typical example: in the whole division there is only one typist while the total number of clerks in the division is 36. The link between this figure and the productivity of the division is explained below under quality of staff.
3.1.2 Quality of staff: technical qualifications

For the new functional responsibilities, as foreseen in the future directions report, professional staff needs to be developed technically as follows:

- Labour protection and industrial relations

  Staff requirements:
  - In future, two different images of officers need to be projected and, accordingly, two different skill sets need to be developed:
    - For dispute resolution, it needs well-trained and innovative conciliators who act as resource persons to facilitate dispute resolution. The notion of quasi-judicial officials must be resisted
    - For inspection, significant re-training is required to develop general or “3 in 1” inspectors for working conditions, work safety and occupational health

- Employment creation and employment promotion, productivity enhancement, employment services, linkages and partnerships

  Staff requirements:
  - more staff will be needed in the district and sub-offices to cover a wider area and to service more groups of workers
  - staff needs to be educated on the importance of job creation through non-formal employment
  - it will take “multi-skilled” labour officers who have an overview of the Ministry’s capacity and mandate and who are in a position to represent MoEL, for example when in contact with the private sector

- Social security

  Staff requirements:
  - Job profiles of professional and clerical staff currently dealing with social security will in the medium-term change away from enforcement to the policy level
  - Professional staff capable of supporting management as social security experts will be in demand within the future MoEL
  - Clerical staff capable of supporting officers to a certain extent in technical issues will be in demand
- Training, research and information

Staff requirements:
⇒ Ministry officials who

- have worked as trainers in labour-related technical disciplines
- are experienced in training needs analysis of staff, design and delivery of training courses
- have special knowledge related to the use of IT in training will be important resource persons once the institutes have been established

⇒ Ministry staff will be expected to participate in the “information initiative” first of all by adopting the attitude that data generated in their respective field of work will have to be analysed and passed on in a systematic way; the use of information technology will play a major role in this regard

- Gender awareness:

Staff requirements:
⇒ Professional staff will be expected to “weave” the aspect of gender equality into their day-to-day work as a routine matter

- Consultation, Coordination and Social Dialogue

Staff requirements:
⇒ Ministry staff in provincial and district offices will play an important role in information collection: What services are available to the social partners? Which services are used and how frequently? What other areas are of interest to the clients of the Ministry?

⇒ Staff will also be required to analyse the information in order to facilitate a focused reaction or to anticipate future requirements of clients

Communication skills, report-writing skills, English language skills, computer skills and, generally, a friendly and open attitude that radiates a modern and professional image will be key to professional staff in all offices countrywide.

The Ministry also needs to consider training needs of professional staff in the combined service. For example accountants make a tremendous difference in terms of productivity of the Ministry – either in positive or negative terms. The most urgent training topics for these professionals are computer skills (MS-Office, email/internet) and English language skills.
There is a clear demand for well-trained clerks in all technical areas in the Ministry. The current system, for example of how reports and letters are written is time-consuming and lacks accuracy. Productivity in general is low since not even routine operations are computerized, but clerks also would not have the necessary computer knowledge at present.

Clerks who do not speak even basic English will have difficulty to fit in the future “image” of the MoEL, especially when it comes to contacts with the private sector. Officers could also need support from clerks in some technical aspects of their work such as tabulation of data. Again, at present these skills are not available.

3.1.3 Quality of staff: the right attitude

Besides the technical training, staff members in all job categories and at all levels will eventually be required to adapt their attitude to the new “performance drive” within MoEL. Future personnel profiles will demand the following:

As demonstrated in the graph, the different profiles are building on the previous ones. Fundamental attitude change starts with support staff and has to be carried on into every other occupational group. A learning culture is expected of clerical staff and, certainly, from professional staff. Professional staff not only has to “live” the learning culture and demonstrate high levels of efficiency but must also meet a number of other expectations. What distinguishes staff in management positions is that they have to perform in a
way that serves as inspiration to all other groups in all aspects mentioned in the “profile ladder”. In addition, it will take leadership qualities in many management positions to implement all these changes successfully.

Starting with support staff, the principle of efficiency has to be understood and implemented. Visible proof that this is happening would be for example the general appearance, office cleanliness, an overall friendliness and the sense that support staff is alert to what is happening in their office environment. The change lies in the fact that efficiency and productivity extend throughout the organization. A division cannot function efficiently and cannot project a new organizational image if the “helping hands” are not aware of the changes and do not know how their jobs are related to it.

More is expected from clerical staff. In a future set-up, a “learning culture” will be required from clerks, too. The most important change in their working environment will be the computerization of certain work routines, correspondence and reporting. This demands that clerical staff demonstrates the willingness and ability to acquire the necessary computer skills and to perform according to new standards. The second most important change relates to the use of English to a much larger extent than at present. Again, clerical staff has to show the commitment to develop the personal skills profile accordingly.

Professional staff in all technical areas and irrespective of designations and grades has to be aware that most is expected of them in terms of technical performance as they form the backbone of the Ministry’s operations and functions. Being efficient and demonstrating the willingness to learn new skills forms only part of the basic requirements within the group of officers.

Professional staff is expected to be innovative, to constantly search for better ways and means how the work could be done. Flexibility to reach into other technical disciplines and mobility to ensure regional rotation within the island are two more key issues. The understanding of the importance of communication, both vertically within the hierarchy but also horizontally with other divisions, other departments, with offices across the island, and other Government ministries as well as the private sector is of fundamental importance in future.

Management staff, and that is every officer overseeing one or more colleagues irrespective of their occupational group, has to take all that is expected of professional staff to the next higher level. Their performance has to suffice highest expectations; they are required to be a source of inspiration and to serve as role models. In order to make this ambitious change programme a reality, the top management of the Ministry has to exercise leadership qualities.
The future directions report summarises what could be called the “Code of Conduct” for all staff members of MoEL:

- Efficiency
- Effectiveness
- Fairness
- Impartiality
- Accountability
- Transparency
- Flexibility

3.1.4 Key areas impacting on HR

There are a number of other areas directly related to HR where improvements are needed to make better use of the Ministry’s capacity in future:

#1 Communication needs to be improved

Communication is a number one priority area that needs improvement. This is the case in any organizational reform process, and certainly holds true for many public administrations. MoEL is no exception. Better communication involves both horizontal and vertical communication, between units, divisions and offices, and between management layers. Good communication also means a higher frequency of information exchange, a more meaningful exchange of information, and the use of formal as well as informal information exchange. There are also different means of communication, among which the electronic mail will be the most important in the near future.

Good communication is not only an important topic, it is also one that can see improvements in the short term. Even before the computers are in place, staff members can practice to communicate better, more often, in a more meaningful way and with different sections of the Ministry. The objective is to overcome segmentation by informing each other about developments in other offices. Management will witness a reduction of rumours when staff is kept well informed about the reform process. Insecurity about coming changes and resistance against the modernization will be reduced. Eventually, good communication will be the most important tool in the process of forming a cohesive organizational culture of the Ministry.

#2 Organizational culture of the Ministry needs to be shaped

The organizational culture of the Ministry needs to be shaped to embrace the developmental role that it accepted in its new vision. At present, the Ministry has a clear and long established tradition in labour law enforcement. Activities in employment creation and employment promotion are performed
in a similar manner and not in a creative and innovative way. Staff is unclear about what the developmental role implies in terms of behaviour, appearance, communication, performance and overall productivity. This is partly due to the fact that the changes are just being introduced, and partly due to the still rather limited communication between officials. But it is also an expression of the one-sided organizational culture.

On the other hand, there is a double culture within the MoEL, namely that of the Ministry and that of the Department. Internally, this split reaches deep to an extent that during discussions one gets the impression of two separate institutions and has to use the right terminology to be understood. To an outsider, however, it is confusing and unclear why a department within a ministry would have a separate “identity”.

#3 Creativity and innovative thinking needs to be encouraged

The Ministry has a high potential to develop into a learning organization if creativity and innovative thinking would be encouraged more. There is a lot of in-house capacity on all levels that could be used to inject new ideas for a better performance. Currently, however, there is no culture of idea generation within the Ministry. It needs a lot of stirring to get people engaged in discussions about possibilities for technical improvements, possibly because they are usually not required to think in this way. This is a clear indication of the need to shape the organizational culture towards a situation that is more receptive to staff making suggestions and that might even reward these suggestions. A reward system would have a positive motivational side-effect as well.

#4 The organizational structure needs adaptations

In order to perform future tasks, the Ministry could need an organizational structure, most likely temporary in nature, to implement certain projects faster and better. As in every organization, there is a number of “high performers” on every level in the Ministry; there are high performers among the managers, officers, and clerks. Public sector regulations regarding promotions and incentives are limiting the opportunities to utilize and reward these individuals. The involvement of high performers in interesting work with more technical or even management responsibility would not only have a motivational effect but would also prepare younger staff for higher positions.

#5 The Ministry needs to establish an “internal labour market”

Although the Ministry is the central government institution for employment and labour, there is no internal labour market in the sense that staff members would feel the need to learn by themselves in order to get qualified for higher positions. There are internal vacancies and there are usually several applicants who are competing for them. Still, there is not much intrinsic
motivation to acquire new skills. If the Ministry does not organise training, most of the staff does not get trained.

The individual learning culture is not developed. The concept of continuous performance improvement where staff would be required to start self-learning initiatives, for example in computer skills or English language skills, is more than distant for most people in the Ministry. The setting up of an internal labour market would also help to get staff involved in career planning more actively than at present. Eventually, the Ministry as a whole would benefit not only through a more skilled workforce but also in its HR work when it comes to personnel planning and personnel development.

#6 Workplans of labour officers and field officers need to be adapted

With a view to future tasks that will need to be implemented by the existing officers, the amount of time currently committed to EPF work by field officers and labour officers cannot be maintained. Their workplans need to be adapted to make time available for the new functions, especially on employment creation and productivity issues. Following the computerization of routine matters, the computerization of the collection side of EPF, and with additional support for officers from clerks, chances are better that all functional responsibilities can be implemented in future.
3.2 Recommendations

The active role and support of the Ministry in this audit shows that top management is aware of the key role that HR plays in the modernization process. The following recommendations provide ideas how to proceed:

1. Speed up computerization

   Although the computerization of the Ministry might not be an immediate concern to the Task Force on HR, it should be top priority. In fact, it is one result of this report that the Ministry – if not computerized countrywide soon - will not be in a position to perform all functions with the existing staff and not at the expected level of professionalism.

2. Develop and install an intranet

   Once computerized, the Ministry would ideally establish an Intranet. Good communication is at the heart of HR-work, and an intranet is the state-of-the-art tool to achieve that, especially in such a large institution. The net would also enable the Ministry to make effective use of administrative data in order to fulfill the information function.

3. Establish virtual working groups

   In order to perform the new functions, especially productivity improvement, employment creation and employment promotion, in an outstanding manner and with in-house staff, virtual working groups could be established using the intranet. These working groups would contribute to several goals at the same time:

   (i) it is a way of getting the technical input from officers from across the island, who need to be physically stationed in district offices in line with the decentralization policy
   (ii) set up as a temporary project organization, it is a highly flexible management tool to present the Ministry’s response to new topics fast and effectively
   (iii) the constant involvement of officers in new and challenging technical discussions qualifies them for a broader range of tasks and prepares them for positions with more responsibility
   (iv) although the teams will consist of in-house staff, they offer the opportunity to involve resource persons from the private sector, trade unions or research institutions if and when needed

   The idea is to use non-hierarchical teams of professionals from across the country to solve certain technical problems, such as the preparation of presentations on productivity issues, or the drafting of a policy initiative on employment creation. These teams will work
together temporarily until their objective is achieved. Members will change according to technical qualification needed. Provincial directors or district directors can take the lead as well, depending on where in the country the Ministry is requested to get involved – or where the Ministry wants to be pro-active. There can also be several working groups at the same time as well. The involvement of external resource persons helps to strengthen ties on a technical working level, for example with chambers, employers federations, unions, universities and colleges, vocational training institutions etc.

In order to visualize the set-up, the organizational structure as foreseen in the future directions report is used with the virtual working groups as additional “layer”:

![Set-up for virtual working groups](image)

4. Clarify training priorities

It is suggested to prioritise target groups and training topics in a short- and medium-term plan as follows:

<table>
<thead>
<tr>
<th></th>
<th>Short-term</th>
<th>Medium-term</th>
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</thead>
<tbody>
<tr>
<td>Top management</td>
<td>Performance improvement programme design; Leadership training; International exposure to best practice in public sector productivity</td>
<td>Management training: Organizational culture in public administration; how to create a learning organization</td>
</tr>
<tr>
<td>Divisional, provincial, district management</td>
<td>Concept of continuous performance improvement; Computer skills (MS-Office, Email/Internet)</td>
<td>Project management in preparation for virtual working groups</td>
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<tr>
<td>--------------------------------------------</td>
<td>----------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------</td>
</tr>
<tr>
<td>Professional staff: Labour officers, Field officers</td>
<td>Personal implications for continuous performance improvement; Work-related English (conversation and report-writing); Tamil and Sinhala language skills; Computer skills (MS-Office, Email/Internet); training on occupational health as interim solution; introduction to technical topics within the new functions, esp. productivity improvement, employment creation, employment promotion, linkages; information function; Implications of reorganization on personal attitude among staff</td>
<td>Multi-tasking, esp. for the general inspectorate; private sector exposure (more participation in employment-related conferences, consultations with chambers etc.); output-orientation and time management for participation in virtual working groups</td>
</tr>
<tr>
<td>Clerical staff (Departmental services)</td>
<td>Work-related English (conversation and drafting skills); Tamil and Sinhala language skills; Computer skills (MS-Office esp. MS-Word, Email/Internet); Implications of reorganization on personal attitude among staff</td>
<td>Training as management assistants (time-management; communication by phone, fax, Email; office organization; drafting of notes; information management by computer) - for selected clerks only -</td>
</tr>
<tr>
<td>Clerical staff (Combined services)</td>
<td>Work-related English (conversation and drafting skills); Tamil and Sinhala language skills; Computer skills (MS-Office esp. MS-Word, Email/Internet); Implications of reorganization on personal attitude among staff</td>
<td>- probably no medium-term perspective in MoEL for clerks in the combined service -</td>
</tr>
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</table>
5. Establish an internal labour market:

Identify high-performing labour officers and field officers through assessment centers, and develop them for participation in new topics such as productivity and employment creation.

Identify high-potential (departmental) clerks through aptitude tests, and develop them into management assistants. Place them in positions across the country to support officers in their work, mainly on the new functional topics. Communicate the requirement of self-learning, for example in the use of computers, and for language skills.

6. Move away from one-off lecture courses to a continuous improvement programme:

This applies to training on all levels with the intention to combine self-study including virtual learning over the internet, in-house training, on-the-job assistance using in-house trainers, and external courses. An important element of such a programme is to establish a mode how knowledge acquired in training courses can be passed on to colleagues.

7. Start an internal productivity improvement programme:

Office productivity can be improved even when processes are not computerized yet. Judging from international best practice, professional and clerical staff could improve process management in their immediate working environment within a timeframe of around six months. The use of external facilitators and productivity-enhancing software might be required.

8. Evaluate clerical staff numbers and re-assign departmental clerks:

In order to right-size the clerical staff, the Ministry could rely entirely on departmental clerks in future and invest in a comprehensive training programme for them. Eventually, out of the group of departmental clerks, those who qualify for assistant positions will have the best chances to move on with their careers.

9. Decide on a gender equality programme that is most adequate:

\[v\] gender equality could simply mean that equally qualified female applicants will be favorably considered for positions from a certain level upwards. This is common practice in many organizations and private companies alike; another option could be that in each planned training seminar, a certain percentage of participants need to be female in order to build up technical capacity; or that for a certain period of
time only female participants are send on higher profile training course both locally and abroad;

(vi) a more comprehensive and ambitious approach would be in the form of an "affirmative action programme" that aims at achieving set targets for a certain number of women in management positions within a certain timeframe and would also look into matters such as childcare facilities and other aspects of women at work.

10. If the development of a second and third management line is a serious concern, it has to be followed up as a priority:

It requires an intensive effort in personnel planning and development as well as managerial and leadership skills. Management needs to be clear on the level of responsibilities that will be assigned to the second and the third line respectively. A related question is whether all these positions will be created in Headquarters or in the provinces and how they fit in the planned restructuring. The development of detailed job descriptions would be the next step to assign tasks and – equally if not more important – responsibilities to these new positions. The descriptions would need to clarify communication channels and reporting procedures as well.

For a transition period, a mentoring programme could be set up where senior management staff is assisting with the technical and personal development of persons recruited to the new positions. Such a programme, however, takes up considerable time and energy and needs to be prepared carefully to avoid disappointments.

11. If regional rotation is a serious concern, guidelines can be developed:

The Ministry needs to define who has to rotate and at what intervals, for example whether officers and clerks rotate after the same number of years, and whether Headquarters in Colombo is a mandatory duty station after each field positioning etc. The requirement that staff rotates between duty station in the country is interconnected with the gender equality aspect and the management structure as well. For example, if regional rotation is being made mandatory for staff applying for management positions, the MoEL needs to ensure that women are given this opportunity and that they can combine it with family responsibilities.
ANNEX
ANNEX A

Generic job descriptions
Overview

It is stated in the Future Directions report that new job descriptions will need to extend beyond generic statements to embrace the details of each individual job. This is a crucial requirement if the new job descriptions are to serve the purposes described below. However, due to the fact that the implementation of recommendations contained in the report is ongoing and, therefore, many job details are not yet finalized, this report is limited to providing generic job descriptions. These will serve as a starting point and will facilitate the eventual development of detailed descriptions.

Job analysis, in general, allows a more rational approach to personnel management, especially in times of restructuring:
- by evaluating operations and structures, cases of work duplication can easily be detected and rectified
- by reviewing and forecasting salaries, use of material and equipment in view of the workload, costs can be controlled
- by evaluating the productivity and efficiency of present staff in relation to standards and objectives, it is easier to identify areas where changes need to be done

A job description is a standard human resource management tool that contains a summary of:
- Tasks and responsibilities
- Required qualifications
- Performance standards
- Position in organizational hierarchy
- Position in the information and communication grid of the organization

Job descriptions facilitate good personnel management:

- Better information of employees
  Job descriptions enable a person to understand immediately the nature of work to be done. It makes the working start for a new job holder easier and serves as a point of reference throughout the employment period. During temporary replacements, a job descriptions shortens start-up time for the new person and allows a smoother transition period

- Improved personnel planning
  Clear and easily understandable job descriptions help to improve the medium- and long-term selection, recruitment and transfer of staff. Management can, together with the employee determine training needs more easily if expected qualifications are transparent. Individual career planning, especially of younger professionals is possible if requirements for higher positions are defined and available in the form of job descriptions.
More effective leadership

They provide a starting point for performance reviews, clearly spelling out expectations so that employees are not taken by surprise. Communication about the expected performance level and past performance can, therefore, take place in a more relaxed atmosphere and contribute to the employee’s motivation.
Job Title: Additional Secretary A

Assignments:
Under the overall technical guidance and direction of the Secretary, the Additional Secretary A will be responsible for five divisions:

- Employment and human resource planning
- Employment promotion
- National Productivity Secretariat
- Policy development and planning
- Gender equality

The Additional Secretary A directly reports to the Secretary. He/She is the main linkage point to the private sector besides the CGL, especially through the employment promotion function and, in particular, through the JobsNet project. The Additional Secretary A will implement activities in cooperation with related public and private sector institutions and other support services organizations if and when necessary. He/She has an active role as a member of the Policy and Planning Committee.

Tasks:
The Additional Secretary A is specifically responsible for:

- Policy development in the areas of wage and self-employment creation as well as the overall implementation of the National Employment Policy
- Policy development and programme design for human resource planning, manpower forecasting and skill development including testing and certification
- Liaising with the JobsNet project, design of special employment programs, regulation and monitoring of private employment agencies
- Implementation of the National Productivity Policy for Sri Lanka
- Coordinating of all policy and planning initiatives within the Ministry
- Overseeing the labour market information system
- Coordinating research activities until research institutes are operational
- Oversee the gender equality division/bureau

Knowledge required:

Professional experience in and in-depth knowledge of strategic management, in particular planning tools for policy development and programme design; the candidate will have assumed growing responsibility over time

Excellent report-writing skills

Excellent communication and leadership skills

Computer literacy

Excellent command of English

The proven capacity to work in a manner that demonstrates:

- Initiative: ability to deal with unexpected situations and difficulties and to come up with adequate solutions
- Adaptability: ability to tackle new tasks as when they arise and to find innovative ways of how the organization could respond
- Pro-active thinking: ability to anticipate technical areas of importance where the organization can contribute in a pro-active manner, and to find innovative solutions as to how this could be achieved

Knowledge of both Sinhala and Tamil is an additional asset
Job Title: Additional Secretary B

Assignments:
Under the overall technical guidance and direction of the Secretary, the Additional Secretary B will be responsible for three divisions:

- Administration, logistics, financial services, computerization
- Personnel management
- International and regional relations

The Additional Secretary B directly reports to the Secretary. He/She has an active role as a member of the Policy and Planning Committee.

Tasks:
The Additional Secretary B is specifically responsible for:
- Administration, including logistics and finance
- Computerization of the Ministry’s countrywide operations; establishment of an Intranet; overall responsibility for the Ministry’s website
- Personnel management, including staff numbers, job descriptions, staff training, career planning, staff deployment and mobility planning, staff appraisal
- Developing, implementing and evaluating a performance improvement programme
- Relations with regional and international institutions in the world of work, including the ILO

Knowledge required:

Professional experience related to personnel development and ideally in the field of employment; the candidate will have assumed growing responsibility over time

Experience in organizational development of public sector institutions

Excellent report-writing skills

Excellent communication and leadership skills

Computer literacy

Excellent command of English

Knowledge of both Sinhala and Tamil is an additional asset
Job Title: Commissioner-General of Labour

Assignments:
Under the overall technical guidance and direction of the Secretary, the Commissioner-General will be responsible for three divisions:

- Labour protection including all aspects of labour inspection
- Industrial relations including social dialogue and workplace cooperation
- Field services in provinces and districts, including labour extension services
- Social security
- Workers’ education

The Commissioner-General directly reports to the Secretary. He/She has an active role as a member of the Policy and Planning Committee.

Tasks:
The Commissioner-General is specifically responsible for:

- Developing the operational details and implementing an integrated inspection system
- Managing the divisions concerned with labour standards and labour inspection, including occupational safety and health and the technical and specialist support system as part of the integrated inspection system
- Licensing and accrediting of agents under the integrated inspection system
- Managing the wage board system and reviewing wage policies
- Managing the divisions dealing with social dialogue, workplace cooperation, trade union affairs, and dispute resolution
- Managing the division concerned with worker education
- Overseeing the field services division as coordinating unit for all technical and extension work in provinces and districts
- Overseeing the division concerned with social security and developing capacity in preparation for the shift towards a more policy-oriented approach within this division
- Liaising with private sector institutions, especially for the functions industrial relations and labour protection

Knowledge required:
Extensive professional experience related to the field of labour and employment; the candidate will have assumed growing management responsibility over time

Experience in organizational development of public sector institutions

Excellent report-writing skills

Excellent communication and leadership skills

Computer literacy

Excellent command of English

Knowledge of both Sinhala and Tamil is an additional asset
Job Title: Provincial Director

Assignments:
Under the overall technical guidance and direction of the Secretary, the Provincial Director will be responsible for:

- Administration and finance
- Labour market information
- Consultations with social partners and other representative groups at provincial level

The Provincial Director reports to the Head of the Division responsible for Field Operations. He/She also informs the Head of the Employment Promotion Division.

Tasks:
The Provincial Director is specifically responsible for:
- Administration, including logistics and finance
- Supervising three technical divisions: employment, labour protection, labour relations
- Supervising one division responsible for district coordination
- Taking an active stance in the computerization of the Ministry and the establishment of an Intranet; contributing to the Ministry’s website
- Supporting the implementation of the Ministry’s performance improvement programme and providing regular feedback

Knowledge required:
Professional experience in the field of employment; the candidate will have assumed growing management responsibility over time

Good report-writing skills
Good communication and leadership skills
Computer literacy
Good command of English
Knowledge of both Sinhala and Tamil is an additional asset
Job Title: District Director

Assignments:
Under the overall technical guidance and direction of the Secretary, the District Director will be responsible for:

- Administration and finance
- Labour market information
- Consultations with social partners and other representative groups at district level

The Provincial Director reports to the Provincial Director through the District Coordinator in each provincial office.

Tasks:
The Provincial Director is specifically responsible for:

- Administration, including logistics and finance
- Supervising three technical divisions: employment, labour protection, labour relations
- Establishing and operating the integrated inspection system and providing regular feedback
- Liaising with the Provincial Office team for social dialogue and workplace cooperation
- Taking an active stance in the computerization of the Ministry and the establishment of an Intranet; contributing to the Ministry's website
- Supporting the implementation of the Ministry's performance improvement programme and providing regular feedback

Knowledge required:

Professional experience in the field of employment

Good report-writing skills

Excellent communication and leadership skills

Computer literacy

Excellent command of English

Knowledge of both Sinhala and Tamil is an additional asset
Job Title: Head of Division … (Headquarters)

This job title relates to several positions within Headquarters. The main purpose of a generic job description at this point in time is to clarify mainly the qualification needed for the position. The assignments and tasks depend on the respective technical areas, while the supervisory function and the position in the hierarchy of the Ministry is similar for all Divisional Heads.

Assignments:
Under the overall technical guidance and direction of the Secretary, the Head of Division will be responsible for:

... 

The Divisional Head reports to the Additional Secretary A/B/Commissioner-General. He/She has an active role as a member of the Policy and Planning Committee.

Tasks:
The Head is specifically responsible for:

- Administration, including personnel management within the division
- Supervising technical units...
- Liaising with other divisions/provincial directors
- Taking an active stance in the computerization of the Ministry and the establishment of an Intranet; contributing to the Ministry’s website
- Supporting the implementation of the Ministry’s performance improvement programme and providing regular feedback

Knowledge required:

Professional experience in the field of employment; the candidate will have assumed growing management responsibility over time

Good report-writing skills

Good communication and leadership skills

Computer literacy

Good command of English

Knowledge of both Sinhala and Tamil is an additional asset
Job Title: Labour Officer

This job title relates to several hundred positions within Headquarters, and in Provincial and District Offices. The assignments and tasks depend on the respective technical areas to which the Labour Officer has been assigned.

Tasks also depend on the duty station, bearing in mind that Labour Officers in Headquarters might even be involved in policy development to a certain extent, in Provincial Offices they would work in mobile support teams or support the Director in coordinating district activities; in District Offices they would be the actual service providers.

The position in the hierarchy of the Ministry is also a function of the duty station and technical area and is, therefore, different for many labour officers. However, many labour officers will assume greater responsibility in performing a supervisory role over one or more management assistants. This involves that Labour Officers contribute to the HR function of the Ministry by reviewing and assessing the new structure, the continuous performance improvement programme of the assistants, and in particular their training needs.

Knowledge required (for all L.O. positions):

Professional experience in the field of employment

Good report-writing skills

Good communication skills

Computer literacy

Good command of English

Knowledge of both Sinhala and Tamil is an additional asset

Proven capacity to work independently and in a self-responsible manner

In addition to their assigned position, some labour officers will participate in virtual working groups. Although on a temporary basis, these working groups demand certain key qualifications, namely:

- Good time management
- Good report-writing skills
- Good computer skills (MS-Office, Intranet, Email/Internet)
- Ability to quickly respond to demand for technical input
- Ability to cope with a higher workload on short notice
- Innovative and creative thinking
Job Title: Management assistant

This job title relates to several positions within Headquarters, and in Provincial and District Offices.

The management assistant will directly report to, and work under the supervision of the Labour Officer/Head of Division/District Director/Provincial Director.... He/she will perform the following duties:

- Arranges appointments and maintain supervisors’ calendars, places and screens telephone calls and answers queries with discretion
- Prepares on own initiative correspondence, reports, evaluations and justifications, as required, within the assigned area of responsibility. Prepares informal translations and may act as interpreter
- Participates in the organization and preparation of meetings/workshops and takes minutes and/or notes
- Makes travel arrangements for the supervisor and other professional staff and performs liaison duties with other units
- Maintains the office inventory control system for stationery and equipment
- Performs other duties as required

Required professional qualification

Knowledge and skills: Thorough knowledge of modern office procedures and ability to operate a computer based on a Windows environment; report-drafting skills

Work experience: Six to seven years work experience as a clerk

Languages: Good knowledge of spoken and written English. Fluency in both Sinhala and Tamil is an advantage.
1. PERSONAL INFORMATION

Name with initials: .................................................................

Date of Birth: ……/……/………. (Day/Month/Year - Example: 07/05/1962)

Sex: Female ☐ Male ☐

Civil Status: Single ☐ Married ☐

If applicable, birth dates of children:

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Please insert “H” behind your home district and “O” behind your office district:

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<td>Mullaitivu</td>
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<td>Kalutara</td>
<td>Mannar</td>
<td>Nuwara Eliya</td>
<td>Vavuniya</td>
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</tbody>
</table>

Office location is in: ...................................................(City name)

2. LEVEL OF EDUCATION ATTAINED (and field of study)

Please tick one or more boxes and fill in the details:

☐ Postgraduate Degree/Main subjects:…………………………………………………………

☐ University Degree/Main subjects:…………………………………………………………..

☐ School Grade: ………………………………………………………………………

3. SPECIAL SKILLS

Computer literacy: Please tick the correct box

☐ No computer knowledge

☐ Basic (e.g. basic knowledge of MS-Word)

☐ Intermediate (e.g. frequent user of MS-Office, internet/email)

☐ Advanced (e.g. daily user of MS-Office, internet/email)

Language proficiency: Please use this self-rating scale:

<table>
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<th>1 – advanced</th>
<th>Reading</th>
<th>Writing</th>
<th>Speaking</th>
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<tbody>
<tr>
<td>2 – intermediate</td>
<td>Sinhala</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 – basic</td>
<td>Tamil</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4 – nil</td>
<td>English</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Mother tongue: Please tick the correct box: ☐ Sinhala ☐ Tamil
Skills and experience in training others:
Please tick the correct box and fill in the details

- [ ] not applicable
- [ ] some experience – Discipline: 
- [ ] very experienced – Discipline: 

What other special skills do you have?

4. **JOB-RELATED TRAINING COURSES (local + overseas)**

<table>
<thead>
<tr>
<th>Title of the course</th>
<th>Duration (Month/Year)</th>
<th>Institution</th>
<th>Main topics</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

5. **WORKING EXPERIENCE**

<table>
<thead>
<tr>
<th>Current designation with Grade/Class</th>
<th>Duration (Month/Year)</th>
<th>Key functions</th>
<th>Supervision over how many staff?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office Location</td>
<td>From: To:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Combined services</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Departm. services</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contract worker</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Casual worker</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Currently:</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Last two positions:

<table>
<thead>
<tr>
<th>From: To:</th>
<th>Supervision over how many staff?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Would you like to speak directly to the ILO-team about your individual information sheet?

- [ ] YES  - [ ] NO

If yes, please provide your telephone number: ...

Thank you for your cooperation!
ANNEX C

List of key informants
Key informants

**Consultations in May/June 2003**

Hon. Minister Samarasinghe
Commissioner-General of Labour, Mr. Madihaheva
Additional Secretary, Mr. Jayatillake
Deputy Commissioner of Labour, Mr. Bandulasena

**Consultations in July/August 2003**

Additional Secretary, Mr. Abeywickreme
Senior Assistant Secretary, Mr. Hewapathirana
Special Advisor to the Task Force, Mr. Aridasa
Deputy Commissioner of Labour, Ms. Chandani
Deputy Commissioner of Labour, Mr. Jayasundara
Commissioner of Labour/EPF, Mr. Ranaweera
Director/Finance, Mr. Pelawatte
Director/Statistics, Mr. Perera
Medical Officer/Occupation Health Division, Dr. Amarasinghe
3 District Assistant Commissioners of Labour
Mr. Senarathne