

THE BUSINESS CASE FOR LABOUR INSPECTION IN UGANDA

A case of cocoa, coffee, and hospitality subsectors in the Albertine and Rwenzori subregions



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and Rwenzori subregions

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ABSTRACT

Labour inspection has been left at odds with increasing globalisation and digitalisation of work. This study aimed to evaluate the current state and conditions of labour inspection in Uganda, highlighting its challenges and stressing the need for greater support to this function. Using administrative data and primary case studies from the agriculture (cocoa and coffee) and tourism (hospitality) sectors in the Albertine and Rwenzori subregions, key insights reveal that widespread informal employment in Uganda makes labour inspection challenging due to inadequate staffing and funding. As a result, labour inspection coverage remains limited, with fewer than half of workplaces inspected over the past two years. Uganda's labour inspection gap grew from 229 inspectors in 2021 to 234 inspectors in 2023/24. The tourism-hospitality (Transport and accommodation, recreation) subsectors in 2021 required at least 25 labour inspectors. By 2023/24, agriculture required 125 inspectors. With 10.2 million employed persons in 2023/24, the inspector-to-worker ratio is 1:486,421, meaning one inspector for every 486,421 workers—well above the ILO recommended ratio of 1:40,000. This disparity affects both the quantity and quality of inspections, thereby influencing their effectiveness in promoting decent work. From our case studies, unlike the tourism (hospitality) subsector, agriculture—particularly at the production level, as seen in cocoa and coffee—is the least sector to receive labour inspection and also the least aware of such services. Many labour officers lack the necessary equipment to carry out their duties. Evidence collection tools and safety procedures are inadequate. Based on international best practices, the report recommends re-centralising the inspection function under the Ministry of Gender, Labour and Social Development, increasing budget allocations, professionalising the inspectorate, digitising inspection processes, and adopting a risk-based inspection model.

1. INTRODUCTION

Globalisation has altered the course of development and influences all aspects of the working world, leading to new forms of employment and expanding existing work models (Nyambari, 2005; Albracht, 2005). Consequently, many countries face pressure to meet decent work¹ requirements as technology and digitalisation become more prominent, particularly concerning health and safety in the workplace. Increasing labour inspection is now crucial. Labour inspection functions as part of labour administration (ILO, 2005; MGLSD, 2023). Its mission as an institution is to ensure labour law enforcement and monitor compliance with labour standards (ILO, 2013). Labour inspection activities take place within workplaces, which refers to those economic units where labour relations exist — in other words, where a natural or legal person employs others. Labour inspectors now find themselves at a crossroads, tasked with ensuring workplaces meet standards, as workers demand higher productivity amidst decreasing financial support from their governments (ILO, 2005).

Global statistics reveal that at least 402 million people suffer from non-fatal occupational injuries, up from 160 million cases annually between 2005 and 2023, respectively (ILO, 2023). At the same time, the annual number of workers dying increased from 2.2 million (almost 6,000 a day) in 2005 to 2.9 million (6,400) in 2022 (ibid). Sadly, occupational deaths alone were at 22,000 children per year. Aside from child labour, this results in extended absences from work (ibid).

Less than 10% of workers in developing countries have access to occupational health services (Ukoha, 2025). Africa experienced a 10% increase in annual work-related illnesses caused by poor ventilation, outdated equipment, exposure to toxic substances, and unsafe structures, which have led to fatal injuries (ibid). African workplaces tend to be more informal than formal. About 80% of Africa's workforce operates within the informal economy, whose protection is weak and non-existent, making it difficult for labour inspectors to carry out their duties effectively. For example,

activities such as home working and rural labour—such as those on agricultural farms—are often performed mainly by seasonal and temporary workers who are unaware of the law and their rights. Micro- and small-scale enterprises are also frequently overlooked by labour inspections. Another challenge involves establishing and verifying the nature of employment contracts or labour relations. Recently, discussions on agriculture have highlighted the health risks associated with pesticide use (Hoferlin, 2005). In Sub-Saharan Africa, approximately 175,000 deaths occur annually due to occupational accidents, driven by a large informal workforce, weak safety protections, poor working conditions, and hazardous sectors such as mining, agriculture, and construction (Ukoha, 2025).

Since Uganda's economy accounts for approximately 90%, most of its workforce operates outside formal employment structures, particularly in agriculture and the services sector (UBOS, 2022). Thus, it is estimated that 2% of Ugandan workers die each year from occupational hazards (Kevin, 2019). In Kampala alone, the informal² sector reports that 93% of workers have experienced workplace hazards. Most hazards are related to chemical exposure, followed by ergonomic and physical hazards (Irumba et al., 2014). Furthermore, in the construction sector, Kampala's injury rate is estimated at 3,797 per 100,000 workers, with a fatality rate of 84 per 100,000 workers (Kevin, 2019). According to Uganda's Ministry of Gender, Labour and Social Development, these estimates suggest that 4% of the Gross Domestic Product is lost due to accidents and work-related diseases (MGLSD, 2022). Leveraging labour inspectorates can help reduce these occupational hazards by enforcing policies that ensure employers comply with workplace safety rules and regulations. They can also inform workers of potential hazards. Despite labour inspection's importance, less is understood about the interlinkages between labour inspection in enforcing labour laws, reducing labour disputes, and fostering decent work in Uganda. This study aims to fill this gap.

This study explores one aspect of labour administration — labour inspection as both a function and an administrative system, rather than just an administrative body. The paper endeavours to explore the other supportive functions

¹ Decent work in Uganda refers to productive work that offers fair income, workplace security, social protection, and opportunities for personal development, all while promoting freedom, equality and human dignity, e.g. safe working conditions, fair wages, social security, and right to organise and participate in decisions affecting one's work.

² These included—welders, restaurant workers, Boda boda riders, workers in the abattoirs and others which included vulcanizing and hawkers

of labour inspection that cover occupational safety and health, industrial relations, social security and standards. However, not explored is how labour inspections support direct work relationships, employment, and vocational training. The study analyses the history and specific nature of labour inspection in Uganda, including the bodies involved, its precise functions, scope, and extent of authority. Furthermore, using the agriculture and tourism sectors in the Albertine and Rwenzori sub-regions as case studies, the paper examines the effectiveness and efficiency of labour inspection in Uganda, highlighting its role in achieving the decent work agenda and reducing occupational safety and health hazards.

More specifically, the study:

- i. Analyses the state and status of labour inspection in Uganda.
- ii. Estimates the labour inspectors' requirements against international requirements for successful labour inspection to occur, hence making a case for labour inspection.
- iii. Assesses labour inspections and their effectiveness, and efficiency using case studies in agriculture (cocoa/coffee subsectors) and hospitality/tourism subsectors in the Albertine and Rwenzori sub-regions.
- iv. Identifies best practices to improve labour inspection processes and foster a win-win case for all stakeholders.

The rest of the study is organised as follows: Section Two presents the approaches used in the study, including the conceptual framework, data collection methods, and their limitations. Section Three discusses the evolution of the legal, regulatory, and policy framework. Section Four examines the state and status of labour inspection in Uganda, focusing on the labour inspection to worker ratios from the ideal to the actual practice, among other aspects. Section Five then analyses the current labour inspection coverage, drawing on primary data insights from the agriculture and tourism sectors in the Albertine and Rwenzori subregions. Section Six explores best practices in labour inspection processes in other countries. Finally, Section Seven concludes the paper and outlines specific policy actions needed to strengthen the labour inspection function in Uganda, as a key step towards promoting decent work.

2. APPROACH

Several approaches were employed to achieve the set objectives and address the gap in labour inspection evidence in Uganda. Firstly, a conceptual framework was developed to ensure that the labour inspection question is contextualised within Uganda. Secondly, a comprehensive desk review was carried out using existing government documents (policies, laws, annual performance reports, among others), online literature from other countries for benchmarking, and further conceptualising the study. The desk reviews also facilitated the collection of secondary data on GDP, employment, and labour inspectors, which allowed the calculation of the labour inspection gap at the sector level. Thirdly, primary data was gathered through a combination of quantitative and qualitative methods, focusing on the agriculture (cocoa and coffee) and tourism (hospitality) sectors in the Albertine and Rwenzori subregions. These approaches are outlined below.

2.1. Conceptualising labour inspection

Labour inspection is a public function of labour administration that ensures the application of labour legislation in the workplace (ILO, 2003). It adopts advisory, preventive, and enforcement measures to encourage social partners to observe the relevant legislation at work. Labour inspection applies to all workplaces, whether formal or informal (Figure 1). Two main pillars are essential when conceptualising labour inspection: enablers for labour inspection and enablers for workers' rights.

- i. Enablers for labour inspection include (i) the macroeconomic environment, which indicates the size of the economy and fast-growing sectors driving growth, signifying higher activity and the need for labour standards enforcement. This focuses on GDP per capita, GDP growth, and the sectoral contributions to GDP. (ii) Labour force, examining the working-age population, working population, population in employment, and formal versus informal employment; the Labour Force Participation Rate (LFPR) and the employment-to-population ratio (EPR). (iii) The labour inspectorate involves examining its structures, funding of the labour inspection function, staffing, working conditions, and performance in terms of the number of inspections

- conducted annually, among other aspects.
- ii. Enablers for workers' rights focus on three core indicators for decent work, which are essential for safeguarding workers' rights: (i) job security, examining the type of employment agreement as a measure of job stability; (ii) safe work environment, analysed through the occupational injury rate and exposure to hazardous workplace conditions; and (iii) social security, where we assess the proportion of employed individuals whose employers contribute to various social security schemes such as provident funds and pensions. These two pillars together highlight the importance of labour inspection.

Three external factors influence these two pillars: digitalisation, which is transforming work models and necessitates innovative labour inspection methods; finance; and the political environment. These are discussed in relation to how they enhance the effectiveness of the labour inspection function.

Beyond the enablers and drivers, the importance of the legal, regulatory, and policy framework that underpins the effectiveness of the labour inspection function is recognised. Furthermore, tripartism that promotes social dialogue

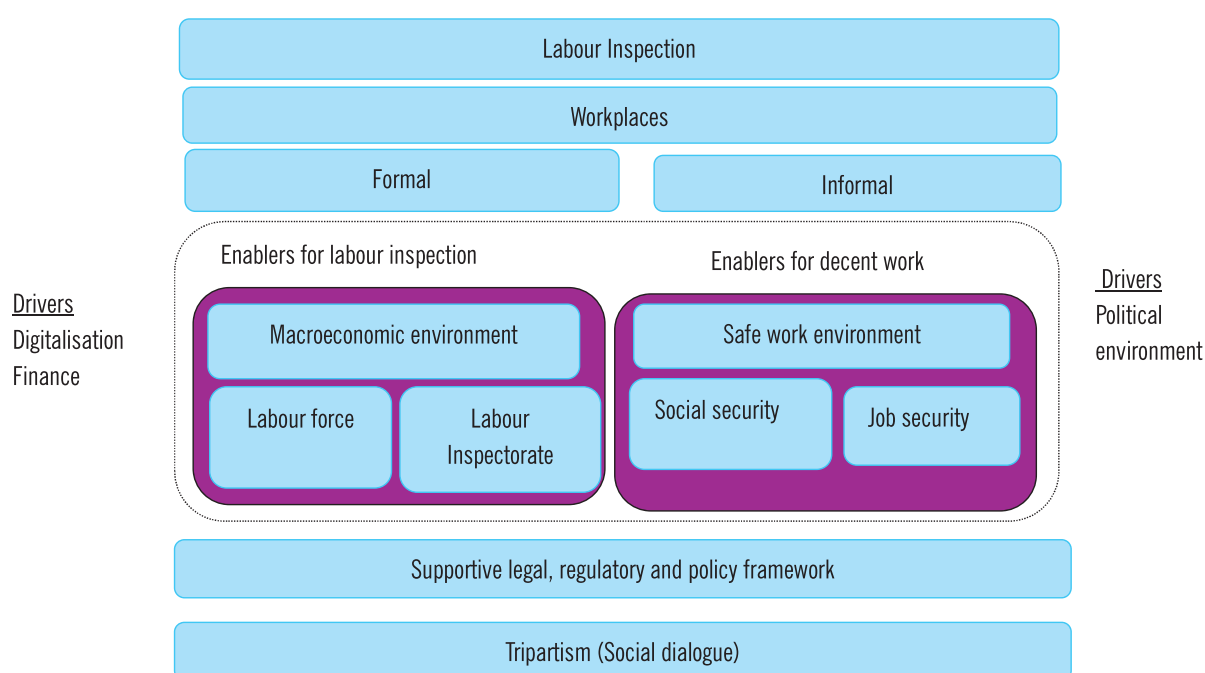
between national governments, employers, and workers is essential for the proper functioning of labour inspection.

2.2 Desk review

With the conceptual framework in mind, a desk review of labour inspection and administration literature was carried out to understand the history and current policy and regulatory framework of labour inspection in Uganda and any gaps. The reviewed documents included the Labour Inspection Convention no.81 (1947), Labour Inspection (Agriculture) Convention no.129 (1969), Tripartite Consultation (International Labour Standards) Convention no.144 (1947), OSH Convention no. 155 (1981), the Employment Act, Cap 226, the Occupational Safety and Health Act Cap 231, among others. Literature reviews were also conducted to examine best practices of labour inspection from other countries, such as South Africa, Kenya, Brazil, Sweden, and Namibia, among others, where labour inspections and leveraging social dialogues are prominent.

Secondary administrative data on the labour inspection function (labour officers' capacities and coverage) and aspects of decent work and social protection were sourced from the Ministry of Gender, Labour and Social Development

Figure 1: Conceptual framework for analysing the business case for labour inspection



Source: Authors conceptualisation, 2025

(MGLSD) statistical abstracts, the vote performance reports, and the Uganda Bureau of Statistics (UBOS)' reports and data from the National Labour Force Surveys, Uganda National Household Surveys (UNHS), and Census 2024. The data partly helped to estimate the labour inspectors' gap at the sector level using international benchmarks as defined by the ILO.

2.3 Primary data collection

Qualitative and quantitative data were collected. Specifically,

2.3.1 Qualitative methods

A qualitative tool was developed (Annexe 1) and utilised to conduct Key Informant Interviews (KIs), gathering detailed information from key stakeholders at the national level across various government departments and trade unions, among others. The government ministries involved include the Ministry of Gender, Labour and Social Development (MGLSD), the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), and the Ministry of Tourism, Wildlife and Antiquities (MTWA). Interviews were carried out with representatives from trade unions such as the Federation of Ugandan Employers, the National Union of Plantation and Agricultural Workers, and the Uganda Hospitality, Leisure, and Allied Workers' Unions. Additionally, representatives from government enforcement agencies, notably the Industrial Court and magistrates' courts, were interviewed.

2.3.2 Quantitative methods

This was conducted only in the Albertine and the Rwenzori subregions in the agriculture (cocoa and coffee) and tourism (hospitality) sectors as case studies. These helped to showcase the labour inspection function in practice. Why these regions and sectors?

Why agriculture and tourism?

Agriculture, especially coffee and cocoa, plays a vital role in Uganda's economy, with both sectors being key to employment and export earnings. Agriculture remains one of the largest sectors in Uganda, employing a significant portion of the population (60% of the working population) (NLSF, 2021), especially in rural areas. However, this sector also faces challenges related to decent work deficits, such as low wages, poor working conditions, and a lack of social protection. Coffee and cocoa, in particular, involve many smallholder farmers in the Albertine and Rwenzori regions,

where workers are often vulnerable. The government's strategic focus on boosting exports in these sectors highlights the importance of effective labour inspections to ensure workers' rights are protected as the sectors expand.

The tourism and hospitality sector has become increasingly important for Uganda's economy, contributing significantly to both foreign exchange earnings and job creation. Before the pandemic, the sector employed a large portion of Uganda's workforce, particularly women and low-skilled youth. Unfortunately, the COVID-19 crisis severely impacted this sector, worsening existing challenges such as low wages, long working hours, and gender-based discrimination. As the sector recovers and grows—especially in areas like hotels, restaurants, and hospitality services—addressing these poor working conditions through labour inspections is crucial to ensure fair and sustainable growth, particularly in tourism-rich regions like Albertine and Rwenzori.

Like agriculture--cocoa and coffee and tourism--hospitality, the choice for the Albertine and Rwenzori subregions was determined by Enabel, as these are their working areas.

2.3.3 Sampling

Quantitative survey tools were developed and used to gather information from the labour officers (Annexe 2), employers (Annexe 3) and employees (Annexe 4) in the selected sectors, namely agriculture--cocoa and coffee, and tourism--hospitality in the Rwenzori and Albertine sub-regions. The survey addressed aspects such as the competency of labour officers/inspectors, their working conditions, the status of labour inspections, the methodologies used in labour inspections, and their overall effectiveness. Data were collected from eight (8) purposively selected districts and two (2) cities (Table 1).

Table 1: Selected study districts and cities by subregion

Sub-region	District/City
Albertine	Hoima
	Hoima City
	Kagadi
	Kikuube
Rwenzori	Bundibugyo
	Bunyangabu
	Kabarole
	Fort Portal City
	Kasese
	Ntoroko

Source: EPRC, 2024, Field survey data

As part of the Decent Work Assessment in the Albertine and Rwenzori sub-regions conducted by the EPRC in 2024, a listing of eligible establishments and businesses in the agriculture (cocoa and coffee subsectors) and tourism/hospitality sectors was compiled. This resulted in a comprehensive list of hotels, cocoa and coffee cooperatives, plantations, and smallholder farmers. Approximately 253 establishments and businesses were included. Since this study was conducted in the same area as the Decent Work Assessment, it served as the sampling frame for the study, from which the final sample was selected.

Businesses were purposively selected based on their location (rural versus urban), the number of employees, and the sector in which they operate. Additionally, we surveyed labour officers in the eight (8) selected districts and two

(2) cities, along with four (4) OSH Labour inspectors at the MGLSD (including the Principal General Safety Inspector, Principal General Health Inspector, Principal Occupational Physician, and Senior Occupational Hygienist).

2.3.4 Survey respondents by sector

The survey included 779 respondents in total (192 employers and 587 employees) (Table 2). Of the 192 employers surveyed, 74% (142) were from the agricultural sector and 26% (50) from the tourism and hospitality sector. Within the agriculture sector, most (32%) were involved in the coffee sub-sector, specifically coffee plantations. Nearly equal numbers of employees were interviewed from both sectors, with the largest group (35%) of respondents working in the agriculture sector, specifically in coffee cooperatives.

Table 2: Employers and employees interviewed by sub-sector

Sector	Sub-sector	Employers	Employees
Agriculture	Coffee plantation	46	56
	Coffee cooperative	23	102
	Coffee and cocoa plantation	28	37
	Cocoa plantation	23	8
	Cocoa cooperative	20	76
	Coffee and cocoa cooperative	2	14
Tourism/hospitality		50	294
No. of respondents		192	587

Source: EPRC, 2024, Field survey data

2.4 Limitations of the study

Whereas there are three domains of labour inspection (labour relations, Occupational Safety and Health, and employment services), the current study focuses mainly on two domains, i.e. labour relations and Occupational Safety and Health. It does not extend to the area of employment services, specifically the inspection of recruitment agencies, because this involves distinct enforcement mechanisms and international labour migration dimensions that differ significantly from the core labour relations and OSH systems. Including this area would have required a broader methodological approach, additional data sources, and extended engagement with international recruitment stakeholders, which fell beyond the scope of this study.

3. EVOLUTION OF THE LEGAL, REGULATORY AND POLICY FRAMEWORK FOR LABOUR ADMINISTRATION

This section digresses into the history and the current legal and policy environment of labour inspection in Uganda.

3.1 History of labour administration in Uganda³

Uganda's labour administration system is grounded in its colonial history. Being a British protectorate, the country inherited most of its legal systems regarding labour rights and protection from the British system. Whereas Britain initially instituted repressive laws such as the 1351 Statute of Labourers, these were slowly replaced with more worker-centric laws and policies. These include the 1562 Statute of Labourers, which aimed to protect poor labourers against insufficient wages and introduced a machinery for frequent meetings of justices to ensure fair wages. The 1788 Chimney Sweepers Act and the 1802 Health and Morals of Apprentices Act, which were designed to address workers' concerns, i.e. poor health of children cleaning chimneys, working in cotton mills, welfare of workers in mines, factories, workshops and so on. The 1831 Truck Act, which prevented employers from paying workers in goods rather than money, and the

1867 Master and Servant Act and the 1875 Employers and Workmen Act, which further recognised the need for greater protection of workers' health, safety, and fair wage contracts, among others.

Improvement of labour standards became even more crucial after the First World War, with the formation of the ILO in 1919 to ensure social justice. As one of the ILO's founders, Britain ensured that social justice and labour rights, as advocated for by the ILO, were passed on to its dependencies (protectorates). Specifically for Uganda, particular interest stemmed from the labour supply question. As a result of labour shortages encountered during the First World War in 1919, a Uganda Development Commission was set up to oversee the economic development of the protectorate, leading to the appointment of the first Labour Commissioner with a mandate to increase labour supply. A full labour department was then formed in 1925 with over 38 staff. However, this suffered personnel and budget cuts during the great depression in 1931 and was later re-formed in 1943.

In 1952, the Factories Inspectorate, which specifically addressed safety and health in industries and factories, was established within the Department of Labour after the passing of the 1952 Factories Ordinance. This ordinance was later amended into the Factories Act, Cap 198, of 1964, after Uganda's independence in 1962. The Occupational Health and Hygiene Department, addressing both welfare and safety-related ill health of workers, was later established in 1965. In the 1990s, the Factories Inspectorate and Occupational Health and Hygiene Department were merged into the present-day Occupational Safety and Health Department, to consolidate Government efforts to address the safety, health and welfare concerns of workers in Uganda.

3.2 Current governance of labour administration

As noted from subsection 3.1, Uganda's labour administration has evolved significantly since colonial times, with ongoing efforts to improve working conditions and promote fair labour practices.

Globally, labour inspection is mainly governed by eight International Labour Organisation conventions. Four of these relate to the inspection of general working conditions, while the other four concern OSH inspections. The conventions on

³ Adopted from Damachi, U. G., & Seibel, H. D. (1979). *Industrial relations in Africa*. Springer.

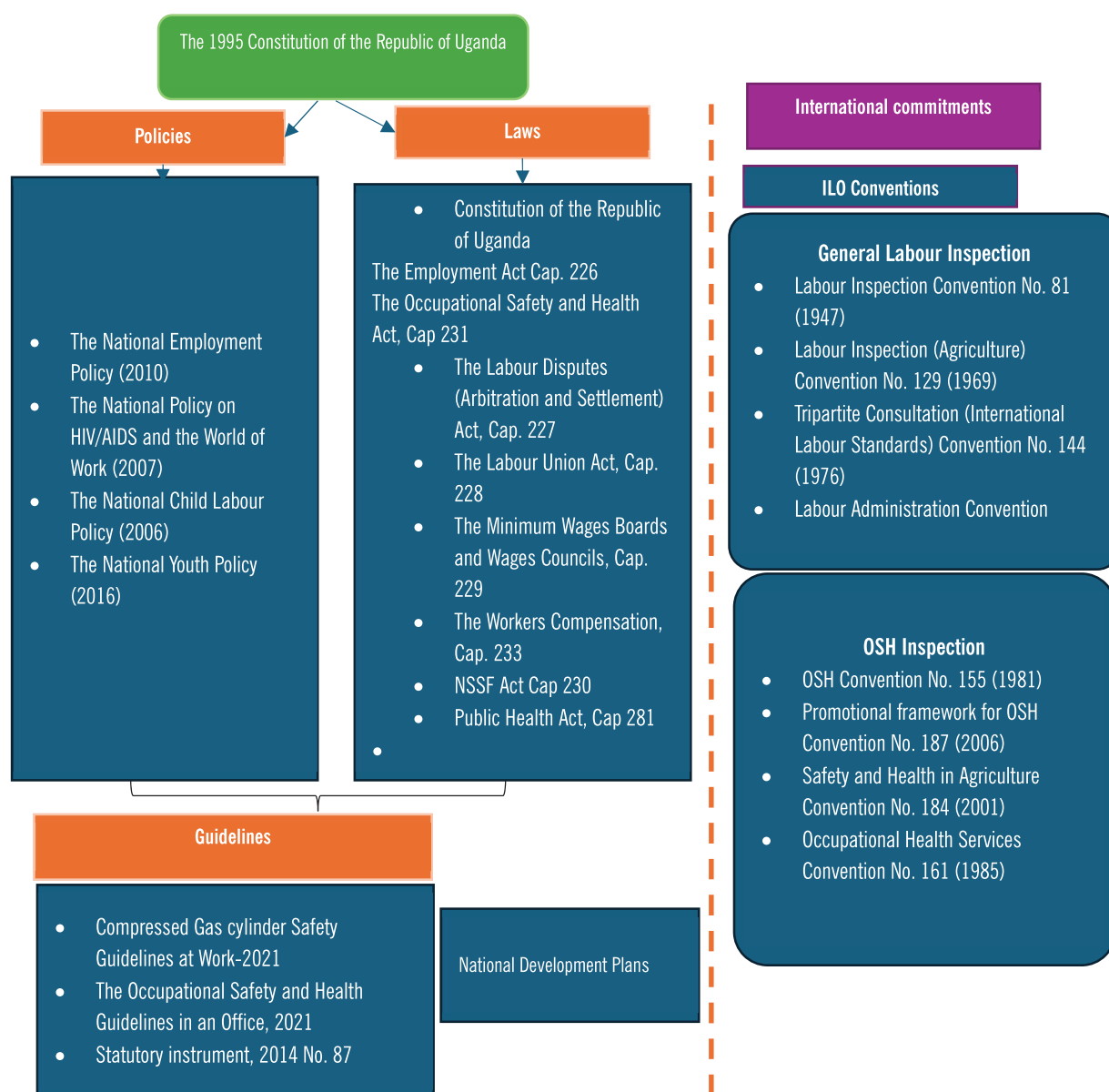
general working conditions include the Labour Inspection Convention No. 81 (1947), the Labour Inspection (Agriculture) Convention No. 129 (1969), the Tripartite Consultation (International Labour Standards) Convention No. 144 (1976), and the Labour Administration Convention No. 150 (1978). However, Uganda has ratified two of these conventions, namely the Labour Inspection Convention No. 81 (1947) and the Tripartite Consultation (International Labour Standards) Convention No. 144 (1976), both of which are ILO priority conventions.

- The Labour Inspection Convention proposes organising labour inspections in industry and commercial establishments. It outlines the functions of a labour inspection system, the administrative framework, including a central authority for labour inspection, recruitment and training of labour inspectors, and support for inspectors through offices and transport. It grants labour inspectors the authority to access workplaces at any time, requires them to produce regular inspection reports, and mandates the central inspection authority to publish an annual report with projected coverage of such reports.
- The Tripartite Consultation Convention requires collaboration and consultation between government representatives, employers, and workers in the implementation of international labour standards. These consultations include reviewing unratified

ILO conventions and their recommendations to evaluate how the country can move towards their adoption. It also involves discussions on proposals for denouncing ratified conventions.

The OSH conventions include the OSH Convention No. 155 (1981), the Promotional Framework for the OSH Convention No. 187 (2006), the Safety and Health in Agriculture Convention No. 184 (2001), and the Occupational Health Services Convention No. 161 (1985). However, the country is not currently ratifying these four conventions.

From the international laws that Uganda has ratified, a number of legislations and policies aimed at improving conditions of work, equity and human dignity have been enacted (Figure 2). These legislations are housed in various government ministries, departments and agencies. Uganda has gone on to separately legislate on matters of labour and OSH as provided for under Articles 39 and 40 of the 1995 Constitution of the Republic of Uganda. The constitution grants every individual the right to practise their profession and engage in any lawful occupation, trade, or business. It notably highlights the right to safe and healthy working conditions, association, collective bargaining, equal pay, reasonable working hours, and maternal protections during pregnancy and after childbirth.

Figure 2: Policy, legal and regulatory frameworks

Source: Authors compilation, 2024

Central to labour inspection are the Employment Act Cap 226, the main labour law in Uganda, and the Occupational Safety and Health Act Cap 231, the principal law for OSH that establishes guidelines for welfare and working conditions in workplaces.

The most relevant policy for labour inspection is the National Employment Policy (2011). Broadly, the policy aims to ensure productive and decent employment for all women and men under conditions of freedom, equity, security, and human dignity. Specifically, regarding labour inspection, the policy aims to promote and protect workers' rights and interests by adhering to existing labour laws and fundamental labour standards. Of particular interest is priority action area 7.7, which focuses on improving labour administration and labour standards, outlining various strategies to ensure compliance. These include i) implementing labour laws, regulations, and the fundamental principles and rights at work; ii) developing a comprehensive and sustainable labour administration and employment services system that is proactive, effective, impartial, and service-oriented; iii) strengthening departments responsible for labour, employment, and OSH; iv) reviewing and implementing the Industrial Relations Charter and reactivating the National Tripartite Council to promote social dialogue and tripartism between workers, employers, and government; v) strengthening institutions responsible for labour administration; and vi) providing adequate information and training on occupational safety and health, industrial relations, and collective bargaining to both workers and employers. Some strategies have been implemented with varying degrees of success, largely due to resource and technical capacity constraints.

Other supporting policies include the National Policy on HIV/AIDS and the World of Work, the National Child Labour Policy, and the National Youth Policy. Guidelines have been established in some cases rather than a comprehensive strategy to support the enforcement of labour and OSH laws. A major shortcoming of these laws is that most lack accompanying strategies with fully budgeted action plans that clearly define the labour inspection functions as a prerequisite for ensuring decent and productive work. Furthermore, monitoring and evaluating these policies and their proposed interventions have not been undertaken. These policies have yet to incorporate the impacts of the changing world of work due to digitalisation and technology; therefore, innovative methods for conducting labour

inspections need to be developed. The fourth National Development Plan (NDP IV 2025/26 – 2029/30) emphasises enhancing human capital development by promoting decent work opportunities. Key actions to achieve this include strengthening compliance, enforcing labour standards, and improving Occupational Safety and Health (OSH). However, this must be complemented by recruiting more labour inspectors in districts that currently lack them.

3.3 Key takeaways

From a regulator's angle, labour administration has the prerequisite governance frameworks to support its function. However, there needs to be strong implementation and compliance, which requires budgets and personnel.

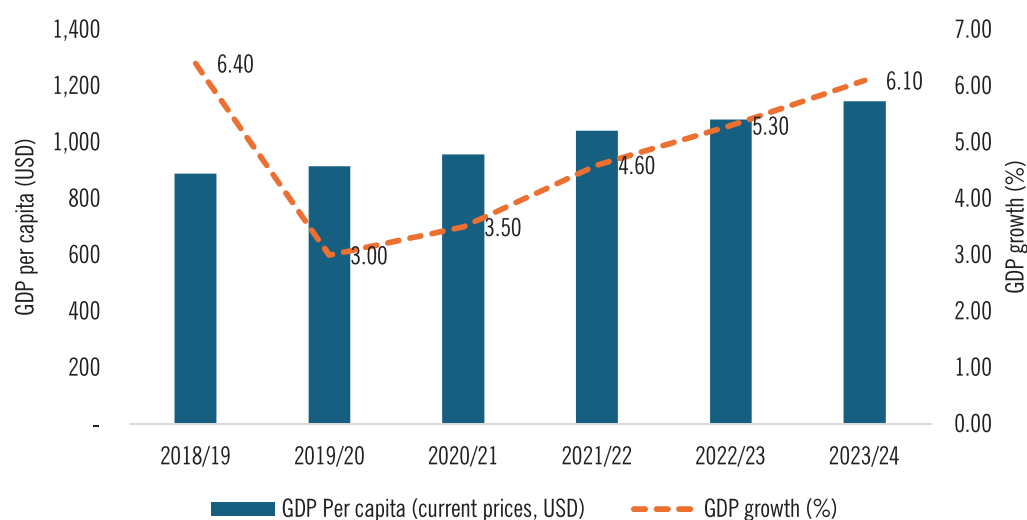
4. AN OUTLOOK ON THE STATE AND STATUS OF LABOUR INSPECTION

This section examines the macroeconomic environment, labour force, and labour inspectorate as facilitators of labour inspection, as well as the indicators of decent work, including job security, a safe work environment, and social security. It contextualises and emphasises the necessity of labour inspections.

4.1 Enablers for labour inspection

4.1.1 Macroeconomic environment

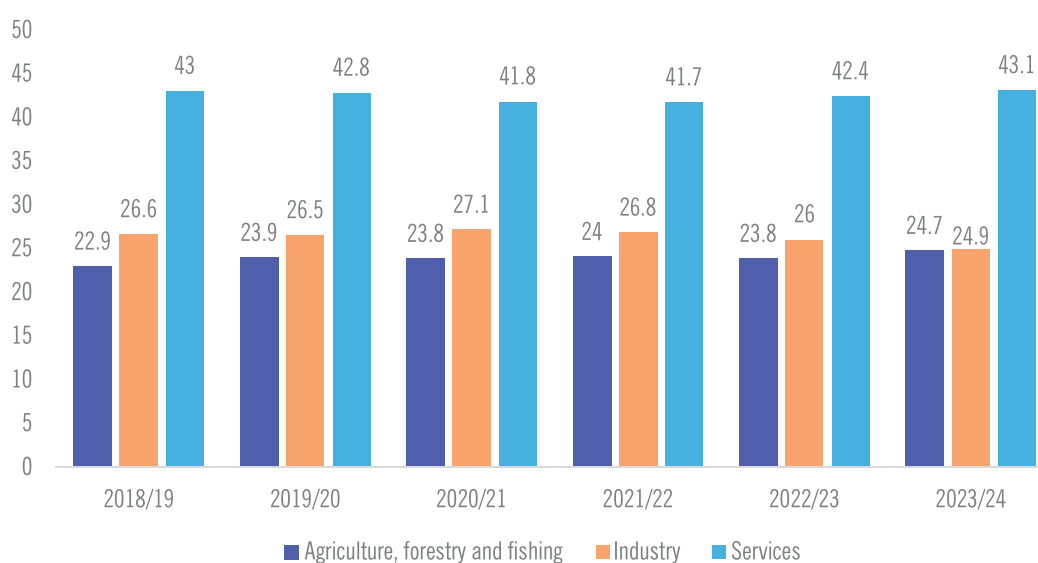
The level of GDP growth and GDP per capita indicate the market size and the extent of economic expansion. These are essential for effectively targeting labour inspections to minimise work-related hazards in sectors with high GDP contribution and to address them adequately, thereby boosting productivity and reducing GDP losses. Uganda has experienced a steady increase in GDP per capita over the years, rising from USD 889 in FY 2018/19 to USD 1,146 in FY 2023/24 (Figure 3). Similarly, following a decline—when GDP growth dropped from 6.5% in FY2018/19 to 3% in FY2019/20 due to the COVID-19 pandemic—the country has shown consistent growth, reaching 6.1% in FY2023/24 (Figure 3).

Figure 3: Uganda's GDP per Capita and GDP growth-2018/19-2023/24

Source: UBOS, Various Statistical Abstracts

Regarding contributions by economic activity, the services sector is the largest, accounting for 43.1% of GDP in FY2023/24 (Figure 4), specifically trade and repair activities (Annexe 5). This reflects the level of activity in this sector and indicates the necessity for labour inspections to ensure compliance with occupational safety and health standards, thereby reducing work-related hazards. The industry sector follows with 24.9% (particularly manufacturing and construction), and agriculture, forestry, and fishing with 24.7% (Figure 4), notably food crops (Annexe 5).

Generation of non-tax revenue: The labour inspection function can generate non-tax revenue (NTR) through workplace registrations, examination and certification of statutory equipment, and review and approval of architectural plans. The OSH Act, Cap 231 requires that all persons intending to use any premises as a workplace must register the intended workplaces with the Commissioner for OSH at the MGLSD. This registration ensures that employers receive guidance on legal requirements and technical support regarding OSH standards. Additionally,

Figure 4: Sectoral contributions to GDP-2018/19-2023/24

Source: UBOS Statistical Abstract, 2024

workplace registration streamlines service delivery, as the government can maintain a comprehensive database of workplaces. Furthermore, workplace registrations contribute to government revenue generation through NTR.

“If all workplaces in this country were registered, how much money would be generated by the Government!” (KII respondent, 2025)

Statutory certifications include examining equipment such as pressure vessels, lifts, elevators, travelators, and lifting machines to ensure that they are safe for use. Architectural plans review and approval covers new workplaces, alterations, conversions or extensions of existing work premises, and it looks out for aspects of welfare, hygiene, health and safety of the workplace.

Table 3 shows the revenue generation potential from labour inspections conducted by the OSH department. Workplace registrations fetched the government over UGX One Trillion in FY2023/24, while statutory equipment certification and architectural plans approval raised UGX 469 billion and UGX 103 billion, respectively, in the same period. This shows that if harnessed, investing in the labour inspection function can yield benefits even for the government’s local resource mobilisation efforts.

4.1.2 Uganda’s Labour Force

The working-age population (persons between 14 - 64 years) has been increasing from 18.8 million in 2016/17 to 23.5 million in 2021 to 24.3 million in 2023/24 (Table 4), and the Census Report (2024) put this estimate at 25.1

million. Moreover, the working population in 2021 was estimated at 20.5 million, with no estimates for 2023/24. The population employed, i.e., engaged in activities to produce goods and services in exchange for pay or profit, has increased over time to approximately 10.2 million in 2023/24 from 9.9 million in 2021 and 8.9 million in 2016/17. Generally, Uganda experienced a decline in the labour force participation rate from 52.6% in 2016/17 to 48.3% in 2021 and maintained at 48.0% in 2023/24, mainly due to the slow recovery from COVID-19 pandemic (Table 4). This indicates that the relative supply of labour decreased during this period. Similarly, the employment-to-population ratio (the proportion of the working age population that was employed) dropped from 47.6% in 2016/17 to 42.5% in 2021 to 42.2% in 2023/24, meaning that only 4 out of 10 persons aged 14-64 were employed.

Further analysis reveals that most of those employed are own operators of corporations and own-account workers without employees (Independent workers without employees), a trend that has persisted from 2016/17 (52.8%) to 2021 (47.1%) but declined in 2023/24 (39.5%). This is closely followed by employees, accounting for 34.3% in 2021 and increasing to 46.5% in 2023/24 (Table 4). This suggests that the Ugandan economy is underutilising its key productive labour resource. These categories have implications for the nature and quality of labour inspections to be carried out. It is challenging for labour inspectors to verify some of these employment forms, which are often hidden and not declared by the employers. The initial challenge faced by labour inspectors is to detect the existence of these enterprises (employers as majority are informal), identify their leaders, and locate them. The

Table 3: Non-Tax Revenue Collections from workplace registrations, statutory equipment examination and architectural plans approval, FY2022/23 and FY2023/24

	NTR collected (‘000 UGX)	
	FY2022/23	FY2023/24
Workplace registrations	257,000	1,196,411
Statutory equipment	122,686	469,205
Architectural plans	12,000	103,750

Source: Compiled from MGLSD Vote Performance Reports

subsequent difficulty lies in establishing and proving the nature of employment contracts or labour relations (Daza, 2005).

Table 4: Labour force by selected indicators (14-64 years)

	NLFS 2016/17	ALFS 2017/18	ALFS 2018/19	UNHS 2019/20	NLFS 2021	UNHS 2023/24
Working age population ('000)	18,843	19,333	20,219	21,372	23,494	24,274
Working population ('000)	15,290	16,073	16,339	15,904	20,485	
Population in employment ('000)	8,973	10,023	10,201	8,282	9,996	10,215
Labour Force Participation Rate (LFPR)	52.6	59.2	57.2	42.5	48.3	48.0
Employment to Population Ratio (EPR)	47.6	51.8	50.5	38.8	42.5	42.2
Status in employment (%)						
Employers	3.0	3.0	5.6	6.4	10.0	7.2
Independent workers without employees	52.8	46.2	49.8	41.6	47.1	39.5
Dependent contractors				1.4	2.0	0.1
Employees	34.5	35.4	30.1	40.7	34.3	46.5
Contributing family workers	9.8	15.4	13.9	9.9	6.6	6.7

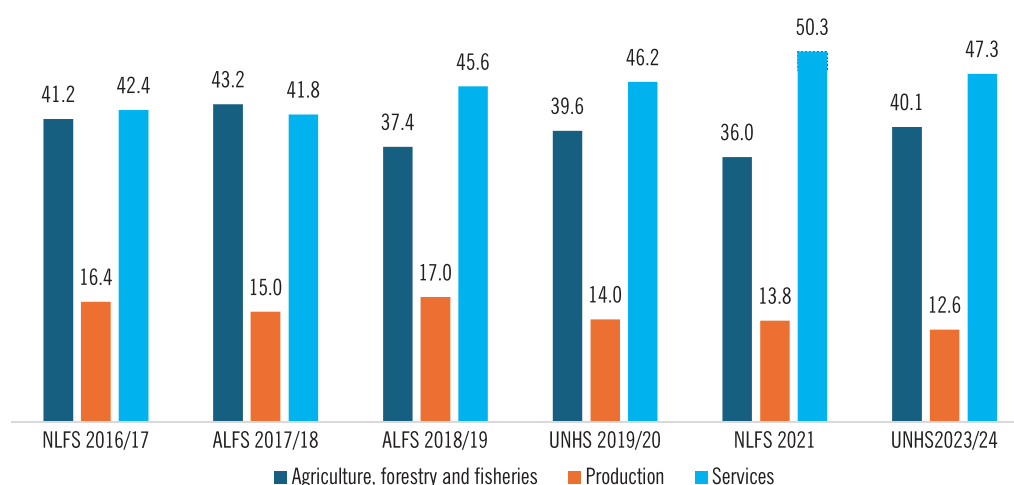
Notes: NLFS-National Labour Force Survey; ALFS-Annual Labour Force Survey; UNHS-Uganda National Household Survey

Source: Compiled from UBOS labour force surveys, and Uganda National Household Surveys

In terms of the sector of employment, there has been a marked shift from agriculture, forestry, and fisheries since 2018/19 towards the services sector (Figure 5). By 2021, the majority of people were employed in the services sector (50.3%), but this declined to 47.3% in 2023/24, primarily in trade and repairs (Annexe 5). This was followed by the agriculture, forestry, and fishing sector (from 35.9% in 2021 to 40.1% in 2023/24), with the industry sector accounting

for 13.8% in 2021 to a decline of 12.6% in 2023/24. Notably, informal employment—characterised by the lack of social protection and leave entitlements (paid annual and sick leave)—remains high at 91% in 2021 and still above 90% in 2023/24, emphasising the precarious nature of employment in the country, which further makes labour inspection service difficult for most labour officers.

Figure 5: Population in employment by sector of employment in the main job, 14-64 years (%)



Notes: NLFS-National Labour Force Survey; ALFS-Annual Labour Force Survey; UNHS-Uganda National Household Survey

Source: Compiled from UBOS labour force surveys and Uganda National Household Survey

4.1.3 The need for labour inspection in Uganda

4.1.3.1 Overview of the Labour Inspectorate

In Uganda, the Ministry of Gender, Labour, and Social Development (MGLSD) is responsible for labour inspection and administration. There are generally two areas of labour inspection: general inspection of working conditions, and inspection of Occupational Safety and Health (OSH).

- a) *General inspection of working conditions/labour relations*-- involves a checklist as outlined in Box 1 (GoU, 2011). According to the inspection checklist, the general inspection also investigates OSH matters ranging from OSH management, occupational health services such as first aid provisions, records of occupational injuries and illnesses, accessibility of the workplace, chemical safety, fire safety, OSH instructions and procedures, lighting, noise, and other factors. The Department of Labour, Industrial Relations, and Productivity oversees the general inspection of working conditions. Dedicated labour

officers conduct this largely decentralised function at the district level. However, the Ministry of Public Services assign labour officers at the local government level, with limited oversight from MGLSD. This goes against Article 4 of the ILO Convention 149 on labour inspection, which states that “so far as is compatible with the administrative practice of the Member, labour inspection shall be placed under the supervision and control of a central authority”. These fragmented mandates hinder labour inspection efforts and suggest that resource allocation and support for district labour officers are driven by local priorities, which often do not prioritise effective labour inspection, as highlighted by a labour officer.

“Local governments don’t appreciate the labour function, so the Government should centralise this function so that the reporting line is MGLSD” (KII respondent, 2024).

Box 1: Labour inspection compliance checklist

A routine labour inspection visit to a workplace would include the following compliance checklist, among other things.

- ☐ Protection of incomes, e.g. minimum wages (where applicable)
- ☐ Hours of work and overtime
- ☐ Holidays and rest periods – annual, sick, compassionate; maternity/paternity “leave(s)”
- ☐ Work injury compensation, including social security contributions, insurance issues and accident/illness records
- ☐ Work permits, and child labour
- ☐ Safety committees/welfare/workers committees – safety officer in place
- ☐ Welfare facilities including sanitary provisions
- ☐ Personal protective equipment and clothing (PPE/C)
- ☐ Emergency preparedness and first-aid facilities – first-aid kit
- ☐ HIV/AIDS interventions and workplace practices
- ☐ Wages and salaries records
- ☐ General housekeeping
- ☐ Compliance with collective bargaining agreements (where applicable)
- ☐ Bipartite labour relations, including recruitment and affirmative action initiatives– for instance, implementation of gender requirements in the holistic sense.

The above list can be verified by one single inspector, provided that the inspector concerned was equipped with the necessary skills, knowledge and attitude change through training and retraining, as well as the prerequisite tool kit.

Source: Nyambari (2005). Labour inspection in Africa – promoting worker rights. Article in “The global challenges of labour inspection.” Government of Uganda (2011)

- b) *Inspection of OSH conditions:* This focuses on health and safety in the workplace. It covers areas such as the availability of first aid services, amenities like sanitary facilities, breastfeeding facilities, and dining rooms, welfare including safe drinking water, meals, personal protective equipment, and hand-washing facilities. It also includes workplace accessibility issues such as the sufficiency of entrances and exits, the adequacy of amenities, and access for Persons with Disabilities. Additional aspects include fire safety, electrical safety, chemical safety, food safety, machine safety, emergency preparedness, and the safety of plants, equipment, and tools (MGLSD, 2017). Like general inspection, OSH inspection also covers certain aspects of labour relations, including unionisation and insurance, which highlights the need for streamlining functions to prevent duplication. Inspection of OSH remains a centralised function carried out by safety and health inspectors within the Department of Occupational Safety and Health.
- There are four types of labour inspections in Uganda: routine/regular, spot, special/induced, and follow-up inspections (Box 2).

Box 2: Types of labour inspection and labour inspection process in Uganda

- (i) Routine labour inspection is planned and done regularly,
- (ii) Spot labour inspections arise out of an incident at the workplace, for example, an accident,
- (iii) Special/induced labour inspections arise when one has formally written to the MGLSD requesting an inspection and,
- (iv) Follow-up labour inspections can take any of the above forms and are undertaken to ensure that identified areas of concern have been remedied or rectified.

A routine labour inspection process typically follows three phases as elaborated below:

Before labour inspection (Planning)

- Labour inspection team composition (usually there are 5 teams comprised of 3-4 people). Each team works for at least 3 days in the field, and they inspect a minimum of 3 workplaces a day. They are expected to reach at least 24 workplaces in a month, implying 72 workplaces in a quarter and 288 in a year per team.
- Budgeting for labour inspection. All the logistical requirements (fuel, per diem and safari day allowance) are included in the department work plan, which goes to the Ministry of Finance, Planning & Economic Development (MFPED).
- Workplaces to be covered are identified and their contact information acquired. Usually, this is done in collaboration with the area labour officer, who helps map out the selected workplaces. For a routine inspection, these workplaces are notified of the planned inspection visit.

During labour inspection

- Once the inspector reaches the selected workplace, he/she establishes contact with the management to explain the purpose of the visit.
- Thereafter, the actual inspection commences. This involves an examination of records to assess compliance with policies, mandatory contributions like NSSF, wages, authorised deductions, working hours, among others; visual observation of the workplace facilities to assess and guide on the working and OSH conditions; discussion with managers, workers or workers' representatives; and measurement of certain parameters including lighting, noise, etc.

After the labour inspection

- Following the actual inspection, an exit meeting is held with the management, where observed violations are discussed, how these can be solved and repercussions for not addressing them.

Source: MGLSD, 2025

4.1.3.2 Status of labour inspectors

Despite a reported total of 198 labour officers nationwide and 21 OSH inspectors (MGLSD, 2024a), a significant capacity gap remains, given the employed population of approximately 10.2 million Ugandans (UBOS, 2025). This gap affects the coverage of labour inspections. For example, in 2023/24, out of over one million workplaces, only 773 were inspected for compliance with labour standards, occupational safety and health standards, safe chemical handling, and safe labour (MGLSD, Ministerial Policy Statement FY 2024/25). Additionally, limited funding challenges may hinder labour inspection, administration, and recruitment efforts, undermining the enforcement of decent work standards and

fairness in workplaces.

Currently, the Labour, Industrial Relations and Productivity Department has nine labour officers at the national level (Table 5) and 188 at the district level, including the Kampala Capital City Authority, as well as in cities and municipalities. However, there are staffing shortages both at the central level and in certain districts (Amolatar, Koboko, Kumi, Madi-Okollo, Zombo) and municipalities (Bushenyi-Ishaka, Busia, Entebbe, Bugiri, Apac, Koboko, Kotido, Kumi, Moroto, Mubende, Tororo), with some having no designated labour officers.

Table 5: Staffing gaps in the Department of Labour, Industrial Relations, and Productivity, 2024

Position	Appropriate no.	Filled no.	Vacant
Commissioner, (Labour, Industrial Relations and productivity)	1	1	0
Asst. Commissioner (Labour, Industrial Relations)	1	1	0
Asst. Commissioner (Labour, Inspection)	1	1	0
Asst. Commissioner (Labour, Productivity)	1	1	0
Principal Labour Officer (Industrial relations)	1	0	1
Principal Labour Officer (Inspection)	1	1	0
Principal Labour Officer (Productivity)	1	0	1
Principal Labour Officer (International Labour Affairs)	1	1	0
Senior Labour Officer (Industrial relations)	1	0	1
Senior Labour Officer (Inspection)	2	2	0
Senior Labour Officer (Productivity)	1	0	1
Labour Officer (International Labour Affairs)	1	0	1
Labour Officer (Industrial relations)	1	1	0
Total	14	9	5
Gender Composition of current staff			
Male		6	
Female		3	

Source: MGLSD, 2024a

Additionally, the department of OSH has 21 inspectors compared to the 39 inspectors outlined in their organisational structure (Table 6).

Table 6: Staffing gaps in the Department of Occupational Safety and Health

Position	Appropriate no.	Filled no.	Vacant
Commissioner OSH	1	0	1
Ass. Commissioner, Occupational Safety	1	1	0
Ass. Commissioner, Occupational Health	1	0	1
Principal General Safety Inspector	2	1	1
Principal General Safety Inspector (Training)	1	0	1
Principal Specialised Safety Inspector	1	0	1
Principal General Health Inspector	1	1	0
Principal Occupational Hygienist	1	0	1
Principal Occupational Physician	1	1	0
Senior General Safety Inspector	3	3	0
Senior General Safety Inspector (Training)	1	0	1
Senior General Safety Inspector (Prosecution)	1	0	1
Senior Specialised Safety Inspector	2	2	0
Senior General Health Inspector	1	0	1
Senior Occupational Hygienist	1	1	0
Senior Occupational Physician	1	0	1
General Safety Inspector	4	2	2
General Safety Inspector (Training)	1	1	0
General Safety Inspector (Prosecution)	1	0	1
Specialised Safety Inspector	4	3	1
General Health Inspector	1	1	0
Occupational Hygienist	3	3	0
Occupational Physician	1	0	1
Senior Occupational Nurse	1	0	1
Senior Laboratory technician	1	0	1
Occupational Nurse	1	0	1
Occupational Lab technician	1	1	0
Total	39	21	18
Gender Composition of current staff			
Male		17	
Female		4	

Source: MGLSD, 2024b

The labour inspection requirements by sector

Using the NLFS 2021 and UNHS 2023/24 data, Table 7 illustrates the labour officers required by sector to facilitate labour inspection activities in Uganda. Essentially, the data demonstrates the ideal sector-specific inspector requirements based on the number of employed persons. In 2021, 9.989 million, and in 2023/24, 10.2 million

Ugandans were employed across various sectors. Many of the employed have been in the services sector despite the declining trend. Disaggregating the employed persons by sector reveals the ideal number of inspectors needed to meet the ILO's recommended ratio (1:40,000). Following the ILO recommendation, Uganda required 250 inspectors in 2021, and these requirements have increased to 255 inspectors

in 2023/24, with the services sector containing the highest number of employed persons. With only 21 labour inspectors/officers available, this leaves a gap of 229 inspectors in 2021 and 234 inspectors in 2023/24. The services sector continues to demand more labour inspectors, especially for the tourism--hospitality (Transport and accommodation, recreation) subsectors in 2021, with at least 25 labour inspectors required. Agriculture requires the next largest number of inspectors, 125. As of 2023/24, the inspector-

to-labour ratio stands at 1:486,421, meaning one inspector covers 486,421 workers, which is significantly higher than the ILO-recommended ratio of 1:40,000 labour inspectors per worker in less developed countries (ILO, 2006). With only 21 officers, such deficits undermine the labour inspection function in the country. This disparity affects both the number and quality of inspections, thereby impacting their effectiveness in achieving decent work.

Table 7: The labour inspectors' requirements per sector, 2021 and 2023/24

Sector by Economic activity	NFLS 2021			UNHS 2023/24		
	No. '000	Share (%)	Inspectors needed as per ILO recommendation (Number)	No. '000	Share	Inspectors needed as per ILO recommendation (Number)
Agriculture, forestry, and fishing	3,589	35.9	90	4,096.2	40.1	102.4
Industry/Production	1,379	13.8	34	1,287.1	12.6	32.2
Mining & quarrying	60	0.6	1			
Manufacturing	830	8.3	21			
Electricity	10	0.1	0			
Water	10	0.1	0			
Construction	470	4.7	12			
Services	5,018	50.2	125	4,831.6	47.3	120.8
Trade and Repairs	2,279	22.8	57			
Transportation and Storage	620	6.2	15			
Accommodation and Food Service Activities	410	4.1	10			
Information and Communication	40	0.4	1			
Financial and Insurance Activities	30	0.3	1			
Real Estate Activities	20	0.2	0			
Professional, Scientific and Technical Activities	60	0.6	1			
Administrative and Support Service Activities	150	1.5	4			
Public Administration	220	2.2	5			
Education	390	3.9	10			
Human Health and Social Work Activities	220	2.2	5			
Arts, Entertainment and Recreation	20	0.2	0			
Other Service Activities	300	3	7			
Activities of Households as Employers	250	2.5	6			
Activities of extraterritorial organisations and bodies	10	0.1	0			

Source: Authors' compilation based on UBOS (2022) National Labour Force Survey 2021

4.1.3.3 Performance of the labour inspectorate function

This is reflected in the number of workplaces inspected, labour complaints and disputes managed annually, and workplace registrations. Between FY 2020/21 and 2021/22, the Department of Labour, Industrial Relations, and Productivity increased inspections for compliance with labour laws from 455 to 560 (Figure 6). However, inspections sharply declined from 560 to 52 between FY 2021/22 and FY 2022/23. The drop can be attributed to inadequate funding for the activity, employers refusing to supply necessary information to inspectors, displaying hostility towards inspection officers, and even denying them access to workplaces. Labour officers also highlight that:

“We get challenges to have access to premises, and at times they lock the gate or employ a gunman to deny you access” (KII respondent, 2025)

“We are having issues with investors. As you go into these workplaces, they are guarded by army men. Some army men have not understood their role, which is to provide security to the investor, so they try to obstruct our work” (KII respondent, 2025).

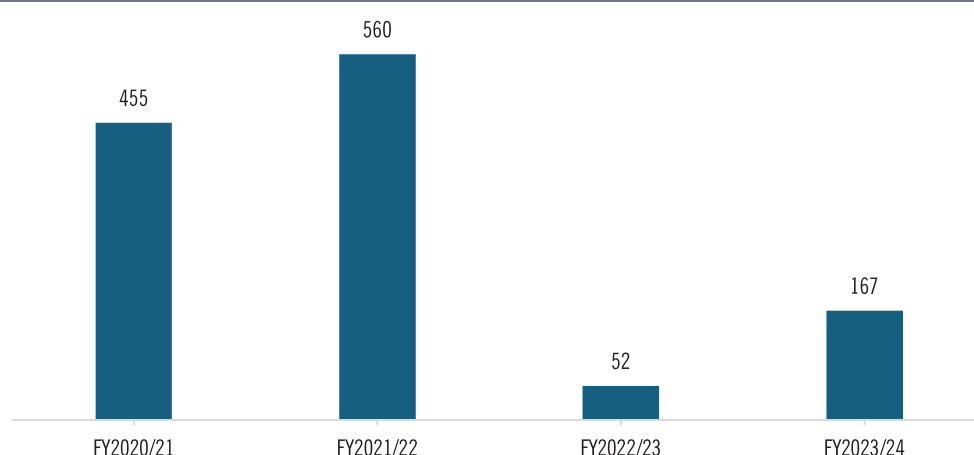
It is noted that the FY2023/24 registered a slight increase in the number of workplaces inspected from 52 in FY2022/23 to 167 in FY2023/24 (Figure 6). Due to the low coverage for general inspections, many employees are working in precarious conditions, including no written contracts, having no mandatory leaves, and working past the mandatory hours,

which reduces job satisfaction.

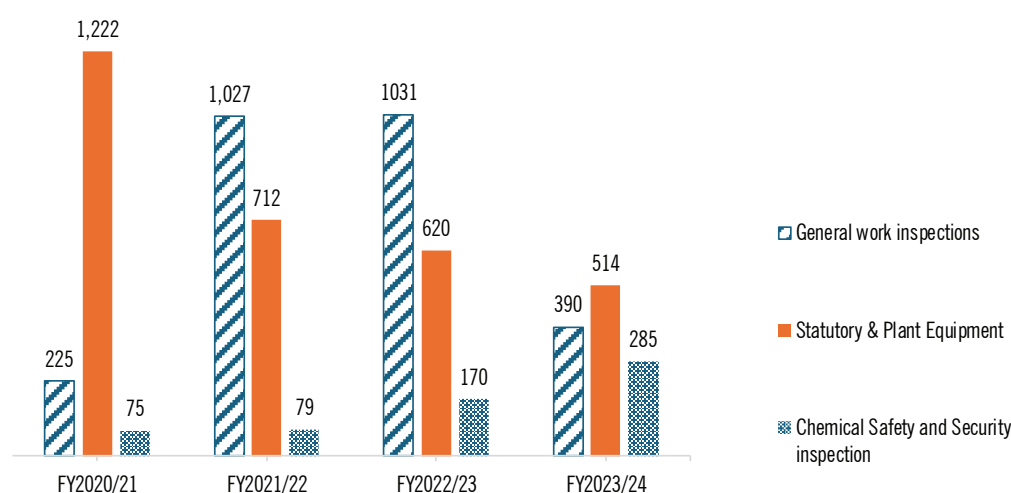
Figure 7 summarises the performance of the Department of Occupational Safety and Health. The department has consistently registered fewer actual workplace inspections than the planned number of 1400 with only 390 workplaces inspected in FY2023/24, nearly half of what it carried out in FY2022/23. This is mostly attributed to the inadequate funds that limit the inspection coverage (MGLSD, 2024). The examination and certification of statutory and plant equipment has also recorded low figures, from 1,222 in FY2020/21 to 514 in FY2023/24. These persistent low levels of OSH inspections have implications for workplace accidents and fatalities (including the proper reporting of the same) and worker productivity, leading to significant losses on an employer, employee and national level. However, there has been a notable rise in the number of workplaces inspected for chemical safety and security, increasing from 75 in FY2020/21 to 285 in FY2023/24. This growth is attributable to reduced mainstream funding, which prompted adjustments in CHESASE work plans to prioritise more enforcement and monitoring inspections.

The department also conducts the review and approval of commercial building plans. However, due to a lack of awareness by workplaces and insufficient funding, this is still very low, with only 32 and 15 plans reviewed and approved in FYs 2022/23 and 2023/24, respectively (MGLSD, 2023; MGLSD, 2024).

Figure 6: Number of workplaces inspected



Source: Compiled from various MGLSD Vote Performance Reports

Figure 7: OSH Inspections, 2020/21-2023/24

Source: Compiled from DOSH annual performance reports

The Directorate of Labour, Employment, and Occupational Safety and Health is typically the first court for labour disputes. Over time, complaints received by the MGLSD have generally decreased from 1,090 in FY 2020/21 to 505 in FY 2023/24 (Table 8). The MGLSD has also effectively ensured that complainants receive compensation in 173 labour disputes, managed over 89 collective termination disputes, and referred more than 84 disputes to the medical arbitration board in FY 2023/24.

4.1.3.4 Financing labour inspection

In FY2023/24, the budget for inspection and monitoring was only 1.7% of the labour and employment services budget and 0.7% of the total MGLSD budget of UGX 324.47 (Figure 8).

The labour and employment services sub-programme, which includes the labour inspection function, has experienced

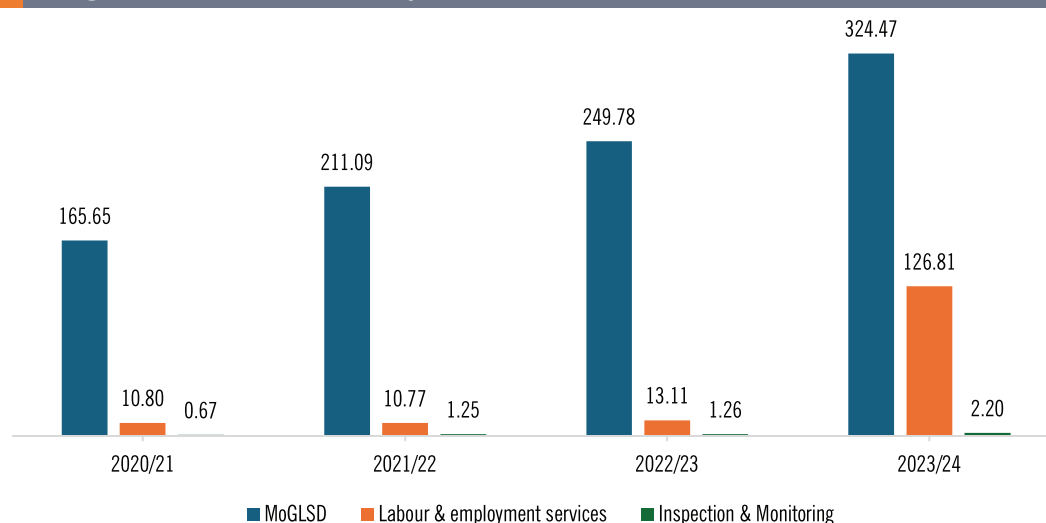
fluctuating budget allocations over time. Approved allocations slightly decreased from UGX 10.8 billion in 2020/21 to UGX 10.77 billion in 2021/22, followed by an increase to UGX 13.11 billion in 2022/23. The period between 2022/23 and 2023/24 saw the most significant rise, mainly due to increased external funding for the ‘Enhancing Growth and Productivity Opportunities for Women Enterprises (GROW) project.

Specifically, financing for inspection and monitoring has increased over time, from UGX 670 million in FY 2020/21 to UGX 2.2 billion in FY 2023/24 (Figure 8). Despite this, inspection and monitoring still represent a small share of the Labour and Employment Services sub-programme. For example, in the 2023/24 budget of the Labour and Employment Services sub-programme, UGX 126.81 billion was allocated, with only UGX 2.2 billion allocated for inspection and monitoring. This accounts for only 1.7%

Table 8: Dispute handling 2020/21-2023/24

No.	Details	FY 2020/21	FY 2021/22	FY2022/23	FY2023/24
1.	Complaints submitted	1,090	1,206	489	505
2.	Compensation received	138	730	174	173
3.	Collective termination	119	158	88	89
4.	Referred to the Medical Arbitration Board	40	83	62	84

Source: MGLSD, 2024

Figure 8: Budget allocations for labour inspection (UGX)

Source: Compiled from MGLSD Vote Performance Reports

of the total labour and employment services budget. The limited funding directly impacts labour inspection and the recruitment of human resources, which weakens the enforcement of decent work. Specifically, it limits the number of labour officers/inspectors, limits their coverage in terms of the number of workplaces inspected, hinders their capacity due to inadequate training and equipment to carry out inspections, leading to an increase in labour law violations, ultimately affecting worker productivity and a country's GDP.

4.2 Enablers for worker's rights

4.2.1 Job security

Here, we analyse the type of employment agreement for individuals in paid employment as an indicator of job security. A written contract clearly states terms and conditions for employment, such as working hours, pay, leave entitlements, and other benefits. Additionally, an employment contract often includes details about termination, notice period, and employment duration, all of which enhance an employee's job security. In Uganda, only three out of 10 people in paid employment are employed under a written agreement, with the majority (67.3%) on oral agreements (UBOS, 2022).

4.2.2 Safe and healthy working environment

A safe working environment requires a proactive approach to identifying hazards and implementing measures to

lower the occurrence of workplace injuries or accidents. Workplace injuries/accidents include fractures, dislocations, sprains or strains, burns, corrosions, superficial injuries or open wounds, falls from heights, electrical injuries, and exposure to hazardous substances such as fumes, among others. According to the UBOS (2022), about eight percent of the working population experienced workplace injuries/accidents, of which 39.7% were severe and led to absence from work. Injuries/accidents were more common among males (9.6%), residents of rural areas (7.8%), and workers in the industry sector (12.5%) (Table 9).

“Due to inaction, there are a lot of costs to pay, costs to the employer, to the investor and in the long run the government is losing revenue in a way. If we invest in labour inspection, we will prevent these accidents, workers will have decent work, prepare for old age and increase productivity” (KII respondent, 2025)

Additionally, about 1 in every 10 workers was exposed to a hazardous workplace condition, with a higher proportion of males (12%) compared to females, urban workers (11.8%), and workers in the services sector (30.2%) being more vulnerable to hazardous conditions (Table 9). These results suggest that labour inspection support for enforcing health standards should be stronger in the service sector, while safety measures should be more closely monitored in the industry sector, followed by agriculture.

Table 9: Workplace injuries/accidents and exposure to hazardous workplace conditions by gender, residence and sector of work (%)

	Workplace injuries/accidents	Hazardous workplace conditions
Gender		
Male	9.6	12.0
Female	4.8	8.6
Residence		
Rural	7.8	9.7
Urban	6.9	11.8
Sector of work		
Agriculture, Forestry & Fishing	8.3	6.6
Industry	12.5	10.0
Services	5.3	30.2
National	7.5	10.3

Source: UBOS (2022) National Labour Force Survey 2021

4.2.3 Social security

Labour inspections play a vital role in ensuring that employers comply with established legislation on social security, such as reducing social security fraud and non-payment of contributions. Social security provides ongoing income security, shielding workers from certain social and economic risks. It can be delivered through social insurance, social assistance, universal benefits, employer's liability provisions, and national provident funds. In Uganda, the National Social Security Fund (NSSF) is prominent, covering private sector employees not encompassed by the government's pension scheme.

Contributions to social security in Uganda remain low. Only about 20.3% of employers contribute to employees, with NSSF contributions accounting for the largest share (14.5%), followed by pensions (5.4%) and other provident funds at 0.4% (UBOS, 2022). Generally, a higher percentage of individuals in public institutions report contributions to social security (64.6%) compared to those in private institutions (11%), which highlights the high level of informality in the private sector (ibid). These low contribution rates pose a long-term cost to the government.

"If NSSF is not paid, the burden falls on the government if one grows old without a safety net."
(KII respondent, 2025)

4.3 Key takeaways

The key insights here are:

- Uganda's labour inspection gap increased from 229 inspectors in 2021 to 234 inspectors in 2023/24. The tourism-hospitality (Transport and accommodation, recreation) subsectors in 2021 required at least 25 labour inspectors. As of 2023/24, agriculture required 125 inspectors. With 10.2 million employed persons in 2023/24, the inspector-to-worker ratio is 1:486,421, meaning one inspector for every 486,21 workers- well above the ILO recommended ratio of 1:40,000. This disparity affects both the quantity and quality of inspections, thereby impacting their effectiveness in achieving decent work.
- Labour inspection is not consistently performed. There is a slight increase in the number of workplaces inspected in 2023/24; however, these remain very low relative to the number of persons employed. The large informal sector contributes to this inefficiency, where mandatory written contracts, leave entitlements, and social security cannot be guaranteed or monitored.
- Although financing for inspection and monitoring has grown from UGX 670 million in 2020/21 to UGX 2.2 billion in 2023/24, it remains inadequate for recruiting more labour inspectors. This continuing shortfall has restricted their coverage of workplaces.

5. CASE STUDIES: INSIGHTS FROM COFFEE, COCOA AND HOSPITALITY SUBSECTORS

This section explores the coffee, cocoa, and hospitality subsectors. It examines the status of labour inspections in these areas, the effectiveness and added value of current inspection methods, and the working conditions of labour inspectors.

The number of workplaces in the tourism sector inspected over time remains low. There is a significant gap in Uganda's labour inspection system, with many workplaces going for extended periods without inspection. OSH inspections in the leisure and hospitality sector concentrate on the adequacy of amenities, hazard identification, classification, mitigation, food safety measures, fire and emergency preparedness, worker health surveillance, procedures for shift changes, and ergonomic factors such as manual handling and lifting. In 2019/20, only 20 workplaces were covered by OSH inspections (MGLSD, 2020).

The agriculture sector faces serious violations of labour laws and exposes workers to dangerous conditions, with high rates of injuries and illnesses. Nonetheless, general and OSH inspections remain limited in the sector, mainly due to the remoteness of the sites, which often makes them inaccessible. Inspections in agriculture address issues such as widespread child labour and the use of chemicals that greatly increase the hazards of agricultural work, among other concerns. OSH inspections in the agricultural sector during 2019/20 were carried out at only 19 workplaces (ibid), covering just 1,108 female and 1837 male workers.

5.1 Status of labour inspections

Table 10 shows the status of labour inspection visits by sector and respondent, breaking down the differences between the agriculture and tourism (hospitality) sectors, as well as between employers and employees. Generally, participants in the tourism sector are more aware of labour officers compared to those in agriculture. Similarly, employers are more familiar with labour officers than employees, supporting the fact that labour officers tend to interact more with employers than with employees. This is

reflected in the perspectives of the employees:

"Labour inspectors should talk to people at the bottom of the organisation hierarchy, such as casual workers, instead of only interacting with managers to also understand the state of the workers"

"Not only visit top management, but also talk to all kinds of employees"

"Follow up on workers' conditions by talking to the workers themselves and not just managers"

"More training of workers to know the existence of the labour officers"

"Let them reach our farm so that we can know them"

"They should come down to sensitise people about their office"

Table 10 further indicates that overall, less than half of the respondents in both sectors have been visited by a labour officer or OSH inspector. This supports the response from most labour inspectors, who generally spend less time on labour inspections compared to other duties, mainly due to resource limitations. Specifically, findings for employers show that only 22% of establishments in the agriculture sector and 47% in the tourism sector had been visited by labour inspectors. A similar trend is seen for employees, with 25% and 46% in the agriculture and tourism sectors, respectively, having been visited by a labour inspector. The majority of these workplaces (54% in agriculture and 45% in tourism) have been visited only once in the past two years. However, according to employment regulations (2011), a workplace should be inspected at least once a year. This limited follow-up makes it difficult to determine if issues identified at workplaces have been properly addressed, making inspections more reactive than proactive. The findings underscore the need for more frequent visits, particularly among employees.

"Monthly visits to check on the conditions of work"

"Inspectors should increase regular visits"

"They should continuously inspect like every three months"

Table 10: Status of labour inspection visits by sector and respondent

Indicator	Employers		Employees	
	Agriculture	Tourism (hospitality)	Agriculture	Tourism (hospitality)
Knowledge of labour officers	42.25	86	41.64	45.92
Visited by a labour officer/OSH inspector*	21.67	46.51	24.59	45.93
Wish to be visited**	87.23	95.65		
Frequency of visits (last 2 years) *	53.85	45	60	62.9
No. of respondents	142	50	293	294

Notes: * Answered by only those who said they had knowledge of labour officers

** Answered by only the employers who were not visited by the labour inspectors

Source: EPRC, 2024, Field survey data

“Follow up on the recommendations during inspections”

“More frequent and impactful follow-ups, in cases where unfairness is reported.”

“Inspections should be more regular, not once in a while”

Furthermore, most employers (87% in the agriculture sector and 96% in the tourism sector) that labour officers did not visit stated that they would like to be visited, demonstrating the importance they place on labour inspections.

5.2 Effectiveness and value addition of current labour inspection methods

Regarding activities conducted by labour officers as presented in Table 11, a higher percentage of employers in the tourism sector reported that labour inspectors carried out a physical examination of the workplace, observed work methods adopted by workers, requested the presentation of legal documents, held discussions with employers, employees, and/or their representatives, examined the employers' policies to assess whether they are aimed at ensuring decent working conditions for their employees, and guided employers and employees to help them comply with legal obligations.

Notably, employers in both sectors generally report lower percentages regarding whether labour inspectors examine the employers' policies to determine if they are aimed at ensuring decent working conditions for employees. This may

be due to time constraints that prevent a comprehensive review of employers' policies. Conversely, aside from a physical examination of the workplace, a lower percentage of employees in the tourism sector reported that labour inspectors conducted the activities outlined in Table 10, compared to the agriculture sector.

The table also shows that the majority of employers (75%) in the agriculture sector report “discussion with employers, employees and/or their representative” as the most common activity carried out by labour inspectors, while those in the tourism sector report “physical examination of the workplace” (90%). Conversely, employees in both sectors report “physical examination of the workplace” as the most frequent activity.

Table 11: Activities conducted by labour officers by sector and respondent

Activity	Employers		Employees	
	Agriculture	Tourism (Hospitality)	Agriculture	Tourism (Hospitality)
A physical examination of the workplace	69.2	90.0	88.5	89.1
Observing methods of work	54.5	88.2	76.2	68.9
Production of legally required documents	50.0	64.3	38.5	26.9
Discussion with employers, employees and/or their representative	75.0	82.4	85.0	84.6
Judge policy direction towards ensuring decent work	33.3	41.7	68.4	48.6
To guide employers and employees towards compliance	58.3	64.3	82.6	58.1
No. of respondents	13	20	30	62

Source: EPRC, 2024, Field survey data

5.2.1 Effectiveness in the agriculture sector

A majority (56%) of employers in the agriculture sector reported that a physical examination of the workplace is very effective in ensuring compliance with labour laws (Table 12). This stands out as the most effective compared to other activities. On the other hand, 83% of employers report that observing methods of work is very effective in improving working conditions, reducing workplace injury rates, and increasing awareness of risks.

For employees, a “discussion with employers, employees and/or their representative” is very effective in ensuring compliance with labour laws, improving working conditions, and reducing workplace injury rates, which highlights the role of social dialogue. The “production of legally required documents” is very effective in increasing awareness of a risk; however, employees report this as the least frequently conducted activity. The creation of legal documents raises employees’ awareness of potential hazards and expected practices at work.

However, the low number of employees rating the different activities as very effective raises questions about the overall value of current methodologies. One limiting factor highlighted by employees and echoed by the labour inspectors is that there are insufficient resources to ensure follow-up visits, confirming that necessary steps have been taken to address identified inefficiencies during inspections.

5.2.2 Effectiveness in the tourism sector

In the tourism sector, “judging policy direction towards ensuring decent work” stands out among employers as the most effective activity in ensuring compliance with labour laws, improving working conditions, reducing workplace injury rates, and increasing awareness about risks (Table 13).

For employees, the production of legally required documents stands out across all aspects. The one concerning employees highlights that employers in the tourism sector tend to comply with provisions in the legally required documents, and more employees are aware of their rights, enabling them to demand these rights.

Table 12: Effectiveness of labour inspections in agriculture by respondent

Activity	Employers				Employees			
	Compliance to labour laws	Improving working conditions	Reducing workplace injury rates	Increasing awareness about a risk	Compliance to labour laws	Improving working conditions	Reducing workplace injury rates	Increasing awareness about a risk
A physical examination of the workplace	55.6	44.4	55.6	55.6	17.4	21.7	17.4	17.4
Observing methods of work	50.0	83.3	83.3	83.3	18.8	6.3	6.3	12.5
Production of legally required documents	50.0	50.0	0.0	75.0	20.0	20.0	0.0	40.0
Discussion with employers, employees and/or their representative	33.3	33.3	0.0	33.3	29.4	29.4	23.5	23.5
Judge policy direction towards ensuring decent work	33.3	33.3	0.0	0.0	7.7	0.0	0.0	23.1
To guide employers and employees towards compliance	42.9	57.1	28.6	42.9	10.5	15.8	5.3	0.0
No. of respondents	13				30			

Source: EPRC, 2024, Field survey data

Table 13: Effectiveness of labour inspections in tourism (hospitality) by respondent

Activity	Employers				Employees			
	Compliance to labour laws	Improving working conditions	Reducing workplace injury rates	Increasing awareness about a risk	Compliance to labour laws	Improving working conditions	Reducing workplace injury rates	Increasing awareness about a risk
A physical examination of the workplace	55.6	27.8	33.3	38.9	39.6	39.6	31.3	22.9
Observing methods of work	20.0	20.0	26.7	33.3	36.7	40.0	53.3	33.3
Production of legally required documents	33.3	33.3	11.1	33.3	57.1	85.7	71.4	57.1
Discussion with employers, employees and/or their representative	28.6	50.0	28.6	21.4	42.4	39.4	15.2	12.1
Judge policy direction towards ensuring decent work	60.0	80.0	40.0	40.0	29.4	41.2	35.3	29.4
To guide employers and employees towards compliance	22.2	33.3	22.2	22.2	40.0	40.0	28.0	24.0
No. of respondents	20				62			

Source: EPRC, 2024, Field survey data

5.3 Competency and conditions of work for labour inspectors

Figure 9 demonstrates that educational qualifications are the most important criterion in the recruitment of labour inspectors, with 100% of the interviewed labour officers highlighting this. However, there is no specific professional qualification required; the minimum academic qualification for recruitment into this role is an honour's Bachelor's degree in any social science-related field.

Regarding training for labour inspectors, only 40% (4 out of 10) of labour officers are aware of a well-structured pre-service training programme for new inspectors. Figure 10a shows that the main focus of these trainings is on legislative requirements and basic safety issues.

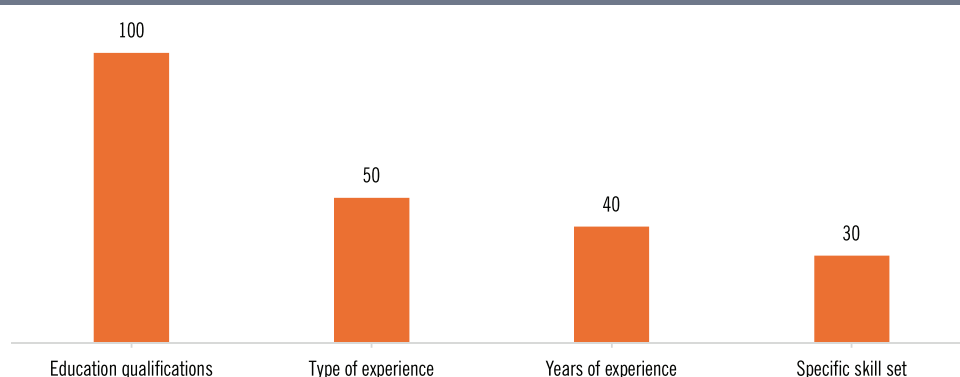
With respect to in-service training, Figure 10b shows that 70% of the labour officers receive such training, with a focus mainly on crisis management and interviewing techniques.

These trainings are mainly offered by the government, as reported by 85.7% of the labour officers, closely followed by external organisations (71.4%), such as Enabel.

However, in-service training on conflict resolution skills remains limited, yet these are essential in resolving disputes between employees and employers. This can decrease the number of labour disputes that escalate to the industrial court, which also faces human resource constraints. A similar opinion is shared by the Industrial court:

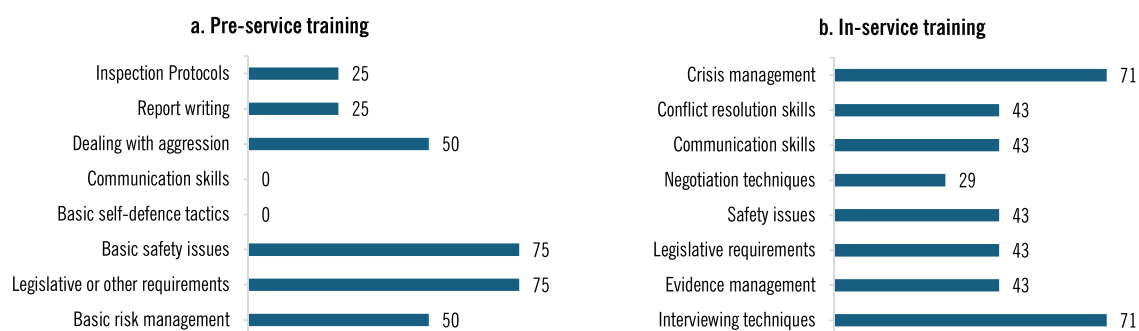
“Labour inspection is critical. There is a lot that can be prevented if we have these inspections. We get some cases here that are unnecessary. The Industrial Court is supposed to be an appellant court, but over 80% of the cases which come are first instance cases. This is because the capacity of the labour office is not properly built” (KI Informant, 2025)

Figure 9: Recruitment criteria for labour inspectors by respondent



Source: EPRC, 2024, Field survey data

Figure 10: Pre-service and in-service training for labour inspectors by respondent



Source: EPRC, 2024, Field survey data

Figure 11 summarises the conditions of work for labour inspectors. These are important because they directly affect the effectiveness of labour inspections. Only 10% (1 out of 10) of the interviewed labour officers were issued with PPE that is suitable and adequate to protect them from hazards during inspections. However, all the labour officers reported that they do not have access to suitable and adequate equipment like measuring devices, evidence collection tools, etc., required to carry out inspection activities.

About 80% of labour officers are provided with local offices at the districts to carry out their activities (Figure 11). However, 87.5% of these report that these offices are not appropriately equipped. Regarding transport, only 30% of the labour officers reported that they are supplied with the necessary transport facilities for their duties. Further disaggregation shows that most labour officers rely on personal or private means of transport. Some respondents shared:

“We should be given tools to do our jobs, like transport, offices need to be well equipped with ICT, we need funding for the labour sector, it’s the least funded under community-based services” (Labour officer, 2024)

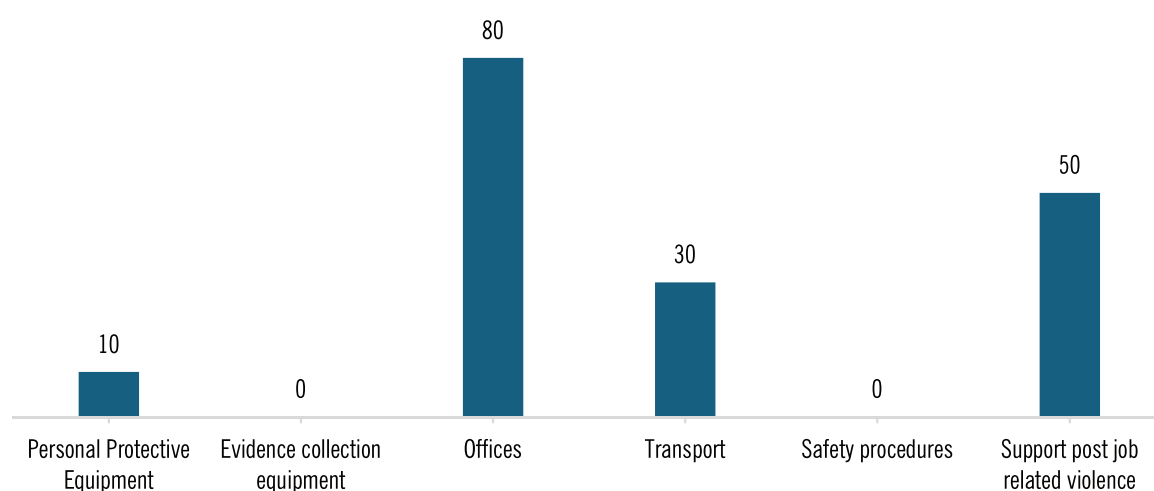
All the labour officers interviewed reported that there are no procedures in place to ensure inspections occur under the safest possible conditions, with 50% stating that there are no follow-up measures if labour officers become victims of violence.

5.4 Key takeaways

These include:

- Limited awareness of training opportunities among labour inspectors. Only 4 out of 10 labour inspectors are aware of a well-structured pre-service training programme for new inspectors. Regarding in-service training, the majority of the labour officers receive training on crisis management and interviewing techniques, mainly offered by the government.
- Unlike the tourism (hospitality) subsector, agriculture—especially at the production level, as shown by cocoa and coffee—is the least sector to receive and also the least aware of labour inspection services.
- Many labour officers lack the necessary equipment to perform their duties. Evidence collection tools and safety procedures are inadequate.

Figure 11: Labour officers’ conditions of service (% , n=10)



Source: EPRC, 2024, Field survey data

6. EVIDENCE FROM ELSEWHERE: BEST PRACTICES IN LABOUR INSPECTION

In today's interconnected world, labour inspection faces challenges that cross borders. Each nation has a unique socio-economic context and regulatory framework, yet there is much to learn from international experiences. This section explores how insights from different contexts can benefit all stakeholders involved in labour inspection. By analysing global best practices, we identify innovative methods to optimise procedures and strengthen relationships.

6.1 Country-level insights into labour inspection practices

Drawing from global examples (Table 14), Uganda can adopt adaptable strategies to improve labour inspection processes across different national contexts by integrating insights from various experiences. This will lead to more effective, fairer, and sustainable labour inspection practices.

Labour inspection processes worldwide have recently undergone significant modernisation efforts, focusing on utilising technology. These modernisation initiatives are crucial for enhancing the effectiveness and efficiency of labour inspection, ensuring worker protection, and maintaining labour standards amid the rapidly changing economic landscape. For instance, in countries such as Namibia, Bangladesh, and Sri Lanka, labour inspectors have enhanced inspection processes, data collection, and analysis, as well as facilitated real-time communication and decision-making by adopting digital tools and platforms, such as mobile applications and online reporting systems (Galazka, 2021).

Besides adopting technology, several countries, such as Kenya, Nigeria, and Vietnam, have implemented a risk-based approach to labour inspection. This involves performing risk assessments to identify workplaces with the highest hazards and illegal practices (ILO, 2022). By focusing on high-risk industries and workplaces, labour inspectors can effectively identify and address violations that pose a risk to workers' well-being. Additionally, focusing on high-risk sectors ensures that resources are more efficiently and

effectively allocated, and interventions are targeted where they are most needed (ILO, 2022).

Ongoing capacity building is vital for modernising labour inspection systems across different countries. Training programmes and workshops are organised to enhance the skills and knowledge of labour inspectors and other stakeholders, including employers and workers. These initiatives cover various topics such as labour laws, inspection methods, occupational safety and health, and emerging labour issues. By providing inspectors with the necessary expertise and tools, capacity-building efforts enable them to carry out their duties effectively and enforce labour standards fairly and consistently. Inspectors become better at identifying violations, offering guidance and support to employers and workers, and ensuring compliance with labour laws. Additionally, capacity building fosters a culture of continuous learning and improvement within the labour inspection system, enabling inspectors to stay up-to-date with the latest developments and best practices. In Kenya, the International Labour Organization, in partnership with the Ministry of Labour and Social Protection, created a tailored labour inspection toolkit and trained over 70 officers on its use (ILO, 2023). This training improved inspectors' ability to detect and respond to labour violations, especially in the tea and textile industries.

To strengthen the role of labour inspection, it is essential to collaborate with various stakeholders, including government bodies and social partners. For example, in South Africa (ILO, 2022), the labour inspectorate collaborates with law enforcement agencies, the prosecutor's office, and the labour court to improve the enforcement of labour laws. Building partnerships with government agencies, employers' associations, workers' organisations, and civil society groups encourages a coordinated and inclusive approach to labour inspection. Cooperation between these entities enables better sharing of information and joint enforcement efforts, resulting in more effective responses to labour violations. Furthermore, partnerships with employers and workers' organisations foster dialogue, trust, and cooperation in tackling labour issues. These collaborations motivate employers to prioritise workplace safety and adhere to labour regulations, while empowering workers to defend their rights and advocate for better working conditions.

Some countries have introduced mobile inspection teams as a new method for conducting labour inspections. These teams enable inspectors to visit various workplaces across the country. The mobility of these teams facilitates inspecting sectors with challenging working conditions, ensuring the enforcement of labour laws and the protection of workers' rights. Through on-site inspections, mobile teams can identify hazards, resolve violations, and promote compliance with safety and health regulations, thereby fostering a safer working environment. Furthermore, these teams reach out to remote and underserved communities to ensure labour regulations safeguard all workers, regardless of location or employment status. In Brazil, the Special Mobile Inspection Group model has proven effective in identifying and penalising cases of slave labour, rescuing many workers from poor working conditions (ILO, 2010).

Transparency in labour inspections promotes accountability and trust among stakeholders, including workers, employers, and the public. It also encourages compliance by creating reputational incentives for employers to adhere to labour standards. In Sweden, the labour inspection system is recognised for its high level of transparency and accountability. Inspection findings, enforcement actions, and compliance data are regularly published and made accessible to the public. Similarly, Vietnam has made significant progress in improving transparency in its labour inspection system by publishing inspection results, reports, and enforcement actions (ILO, 2019). This transparency allows stakeholders to access information about compliance levels, violations, and corrective measures, enabling them to hold employers and authorities accountable.

6.2 Key takeaways

The selected countries have identified common themes in best practices for labour inspection processes. These practices include adopting technology, capacity building, collaboration, specialisation, and risk-based approaches, as well as enforcement mechanisms. Therefore, we note that most countries to improve its labour inspection function, they:

- essential for equipping labour inspectors with the skills and knowledge to enforce labour standards effectively. Training programmes cover various topics, including labour laws and regulations, inspection techniques, and occupational safety and health.
- Build networks, partnerships, and collaborations among stakeholders. These include government agencies, employers' associations, workers' organisations, and civil society groups, which are vital in encouraging compliance with labour regulations and improving working conditions. Partnerships facilitate information sharing, joint enforcement initiatives, and coordinated responses to labour violations.
- Create specialised inspection units. As noted, some countries have also established specialised inspection units and adopted risk-based approaches to prioritise their efforts.
- Utilise mobile applications and data analytics to enhance inspection processes, data collection, and facilitate real-time communication for informed decision-making.
- Increase capacity-building initiatives. These are

Table 14: Best practices in labour inspection

Practice	What	How	Benefit	Country
Technology adoption	Digital tools and platforms, such as Mobile applications	- Enable inspectors to record observations - Generate reports directly from the field	Improved inspection processes, data collection, and analysis, as well as real-time communication and decision-making	Namibia, Bangladesh, Sri Lanka
Risk-based approaches	Risk assessments	Data analytics to identify workplaces with the highest risk for hazards and illegal practices.	Resource targeting - resources are more efficiently and effectively allocated, and interventions are directed where they are most needed.	Kenya, Nigeria, Vietnam
Capacity building	Training programs and workshops	Training covers labour laws and regulations, inspection techniques, occupational safety and health, and emerging labour issues	- Empower them to effectively carry out their duties and enforce labour standards fairly and consistently. - Ensuring that inspectors remain up to date with the latest developments and best practices in labour enforcement.	Kenya
Collaboration with various stakeholders	partnerships with government agencies and social partners	Information sharing, joint enforcement initiatives, and harmonised responses to labour violations	- Coordinated and inclusive approach to labour inspection, thereby maximising the impact of inspection efforts - Foster dialogue, trust, and cooperation in addressing labour issues	South Africa
Proactive approaches	Deployment of mobile inspection teams	Use multidisciplinary teams to promptly respond to labour violation alerts	Teams can reach remote areas and respond rapidly to reports of labour violations.	Brazil
	Transparency	Inspection findings, enforcement actions, and compliance data are regularly published and made accessible to the public.	Enhances trust among stakeholders and encourages compliance by creating reputational incentives for employers to adhere to labour standards	Sweden, Vietnam

7. CONCLUSION AND POLICY ACTIONS

This section presents the conclusion and outlines the policy actions that the government and its partners must undertake to address the labour inspection gap in Uganda.

7.1 Conclusion

Labour inspection is a vital factor in promoting decent work, ensuring compliance with labour laws, and protecting

workers' rights and welfare across Uganda's economy. This report aimed to make a business case for labour inspection in the cocoa, coffee, and hospitality sectors in the Albertine and Rwenzori regions. The study used a mixed-methods approach, combining desk reviews, secondary data analysis, and primary data collection (both quantitative and qualitative). Quantitative data collection involved a survey with 192 employers, 587 employees, and 10 labour officers. Qualitative data collection included KIIs with stakeholders such as representatives from MGLSD, the National Organisation of Trade Unions, Federation of Uganda Employers, and the Industrial Court.

Generally, the results highlight underfunding (only 1.7% of the labour and employment sub-programme budget is allocated to inspection and monitoring), inadequate staffing and training, and poor inspection coverage. Specifically, the current inspector-to-worker ratio is well above international standards, inspection visits are infrequent and sparse, and there are insufficient tools, training, and support for labour officers to carry out effective inspections. While legal and policy frameworks are mostly in place, their implementation is hindered by structural, operational, and resource barriers.

Evidence from the cocoa, coffee, and hospitality subsectors in the Albertine and Rwenzori regions indicates that less than half of the surveyed workplaces have been visited by labour inspectors in the past two years, despite legal requirements. Specifically, the agriculture sector, particularly remote farms and cooperatives, remains mostly uninspected. Nevertheless, employers across sectors have expressed a strong interest in being visited by inspectors, recognising the value that inspections provide.

Regarding the effectiveness of current labour inspection methodologies in the agricultural sector, physical inspections and observing work practices were identified by employers as the most effective activities, while employees highlighted the importance of dialogue and documentation. In the hospitality sector, reviewing workplace policies was particularly valued by employers, whereas employees stressed the importance of enforcing legal documentation. Both sectors noted limited follow-up after inspections due to resource constraints, which undermines long-term compliance.

7.2 Policy actions

1. Strengthen the capacity and capabilities of labour officers

- Significantly increase funding for labour inspection activities to support recruitment, operational tasks, and assist labour officers with transport, evidence gathering, and protective gear.
- Recruit more labour inspectors to achieve the ILO-recommended ratio (current inspector-to-labour ratio of 1:486,421 compared to the ILO-recommended 1:40,000). This will enhance the coverage of labour inspections, ensuring that most workplaces are inspected. Additionally, consideration should be given to recruiting sector-specialised inspectors.

- Institutionalise and tailor pre-service and in-service training for labour inspectors to enhance their competence. This can be achieved through a national curriculum and certification programme for labour inspectors, along with mandatory annual refresher training.
- Provide digital tools to enhance inspection processes, data collection, and facilitate real-time communication for informed decision-making.

2. Re-centralise the labour officers' mandate

- To enhance accountability and coordination of labour inspection, institutional arrangements could be revised to place labour inspection directly under the supervision and budgetary control of MGLSD.

3. Strengthen social dialogue and partnerships

- Promote awareness campaigns on the role and benefits of labour inspection, especially in rural and informal sectors, to enhance understanding of the importance of labour inspections.
- Institutionalise tripartite collaboration mechanisms involving government, employers, and workers at both national and district levels.

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ANNEXES

Annexe 1: Qualitative tool



The Business Case for Labour Inspection in Uganda

KII Guide (For MDAs and Trade unions)

Hello. My name is _____. I am working with the Economic Policy Research Centre. We are surveying current labour inspection methods' effectiveness in agriculture (cocoa and coffee) and tourism/hospitality sectors. The information we collect will help demonstrate the value of labour inspection for all social partners. You were selected as a key informant. I want to ask you some questions about your role.

The questions usually take **about 20 to 30 minutes**. All your answers will be confidential and not be shared with anyone other than members of our survey team. You don't have to be in the survey, but we hope you will agree to answer the questions since your views are important. If I ask you any question you don't want to answer, just let me know, and I will go on to the next question, or you can stop the interview anytime. You may contact the person listed on this card if you need more information about the survey.

GIVE CARD WITH CONTACT INFORMATION

Do you have any questions?
May I begin the interview now?

INTERVIEWER NAME..... INTERVIEWER SIGNATURE.....

Part 1: For MDAs

General understanding of labour inspection

1. Please describe the context in which labour inspection operates in Uganda (Elaborate on the steps before and during a labour inspection).
2. Who has the legitimacy to monitor, determine the control procedures and issue certificates to companies?
3. How well do current policies and regulations support the goals of labour inspections and address business needs?
4. What policy changes or regulatory adjustments could better align labour inspection practices with the needs of businesses?

Effect of labour inspections

1. How do labour inspections contribute to ensuring compliance with labour laws?
2. What measurable benefits have you observed from labour inspections in terms of workplace safety and regulatory compliance?
3. How do you assess the cost versus the benefits of labour inspections from a government perspective?

Challenges and barriers

1. What challenges do you face in implementing effective labour inspections?
2. How do these challenges impact the overall effectiveness of the inspection process?

Enforcement

1. Kindly describe any major challenges (maximum of five) related to enforcement, encountered by the Labour Inspectorate (LI) in Uganda.

Labour inspection in the informal economy

1. What legal and legislative framework gives you powers to enforce the promotion and supervision of safe and decent working conditions in the informal sector?
2. How does the legislation enable the successful implementation of promotion and supervision in the informal sector?
3. What are the challenges regarding labour inspection in the informal economy?
4. How can inspections be better adapted to ensure coverage in the informal economy?
5. How can labour inspection mechanisms be enforced to reach workers and employers in the informal economy?
6. What administrative and legal issues need to be addressed to facilitate labour inspections in enterprises operating in the informal sector setting?

The Business case for labour inspection

1. What improvements or changes would you recommend to enhance the labour inspection process?
2. Which labour inspection aspects would you like the government to invest in more?
3. What specific resources or support are needed to improve the effectiveness of inspections?
4. Give at least four proposals to strengthen labour inspections towards promoting safe and decent work.

Part 2: For Trade Unions

General understanding of labour inspection

1. Please describe your view on labour inspection in Uganda.
2. What is your role in ensuring that workplaces get inspected?

Effect of labour inspections

1. How do labour inspections contribute to ensuring compliance with labour laws?
2. Does labour inspection (monitoring) result in an improvement in the working conditions in enterprises? (Probe: If so, how?)
3. Does labour inspection help strengthen the internal position of independent trade unions? (Probe: If so, how?)
4. Does labour inspection contribute to social dialogue? (Probe: If so, how?)
5. Does labour inspection contribute to collective bargaining agreements? (Probe: If so, how?)
6. What measurable benefits have you observed from labour inspections in terms of workplace safety and regulatory compliance?
7. Are there any differences between workplaces that have been inspected and those that have not been inspected (Probe: If there are differences, in what aspects?)

Challenges and recommendations

1. What challenges do you observe with how the current labour inspection functions?
2. What improvements or changes would you recommend to enhance the labour inspection process?

Part 3: Enforcement (Industrial court, Medical Arbitrations Board etc.)

General understanding of labour inspection

1. Please describe your view on labour inspection in Uganda.
2. What is your role in the labour inspection process in Uganda? (Please describe how a typical labour inspection dispute is handled)
3. How well do current policies and regulations support the goals of labour inspections and address business needs?
4. What policy changes or regulatory adjustments could better align labour inspection practices with the needs of businesses?

Challenges and recommendations

1. Kindly describe any major challenges (maximum of five) related to enforcement, encountered by the Labour Inspectorate (LI) in Uganda.
2. Give at least four proposals to strengthen labour inspections towards promoting safe and decent work.

Annexe 2: Quantitative Tool-Labour Inspectors/Officers



The Business Case for Labour Inspection in Uganda

A case study of agriculture and tourism subsectors in the Albertine and Rwenzori subregions

Labour inspectors/officer's

INTRODUCTION AND CONSENT

Hello. My name is _____. I am working with the Economic Policy Research Centre. We are surveying current labour inspection methods' effectiveness in agriculture (cocoa and coffee) and tourism/hospitality sectors. The information we collect will help demonstrate the value of labour inspection for all social partners. You were selected for the survey. I want to ask you some questions about your labour officer/inspector role.

The questions usually take **about 15 to 20 minutes**. All of your answers will be confidential and not be shared with anyone other than members of our survey team. You don't have to be in the survey, but we hope you will agree to answer the questions since your views are important. If I ask you any question you don't want to answer, just let me know, and I will go on to the next question, or you can stop the interview anytime. You may contact the person listed on this card if you need more information about the survey.

GIVE CARD WITH CONTACT INFORMATION

Do you have any questions?

Do you consent to be interviewed? 1. YES 2. NO

INTERVIEWER NAME:.....

INTERVIEWER SIGNATURE.....

Section 1: Staff details

CODE															
1. NAME OF INTERVIEWER:															
				DD	MM	YYYY									
2. DATE OF INTERVIEW:															
3. NAME OF SUPERVISOR:															
				D D	M M	Y YYY									
4. DATE OF CHECKING:															
5. STARTING TIME:															
6 RESPONSE CODE:						6b. REASON									
1. Completed all of the interview															
2. Partially completed sections required for this visit > > Ask 6B															
3. Not done at all > > ask 6B															
CODES FOR 6b GIVE REASON IF THE RESPONDENT IS NOT ABLE TO PARTICIPATE IN OR COMPLETE THE SURVEY <table> <tr> <td>Refused</td> <td>1</td> </tr> <tr> <td>No competent respondent at the time of the visit</td> <td>2</td> </tr> <tr> <td>Enterprise not known/not found</td> <td>3</td> </tr> <tr> <td>Enterprise closed</td> <td>4</td> </tr> </table>								Refused	1	No competent respondent at the time of the visit	2	Enterprise not known/not found	3	Enterprise closed	4
Refused	1														
No competent respondent at the time of the visit	2														
Enterprise not known/not found	3														
Enterprise closed	4														

Section 2: Labour Officer/inspector information

Are you employed as a:	Region	District/City	Name of respondent	Contact of the respondent	Sex	Age in completed years?	How many districts do you serve?	How long have you been working as a labour officer/inspector?	Highest level of education	Do you have a professional qualification/training?	Specify professional qualification attained
1 = Labour officer 2 = Labour inspector (OSH) > 4	1 = Rwenzori 2 = Albertine	1 = Bundibugyo 2 = Bunyangabu 3 = Fort Portal City 4 = Kabarole 5 = Kasese 6 = Ntoroko 7 = Hoima 8 = Hoima City 9 = Kikuube 10 = Kagadi			1 = Male 2 = Female			1 = 0 – 4 years 2 = 5 – 9 years 3 = 10 – 14 years 4 = 15 years and above	1 = Certificate/Diploma 2 = Bachelor's degree 3 = Master's degree	1 = Yes 2 = No > > section 3	1 = Labour inspection certificate 2 = Labour inspection training 3 = Others (specify)
1	2	3	4	5	6	7	8	9	10	11	12

Section 3: Inspection coverage

On average, what distance in kms do you cover while conducting inspections?	What mode of transportation do you use to conduct inspections?	How many inspections do you do in a week on average?	How long does each inspection take (in hours)?	In which sectors do you often carry out inspections?	What are the main labour violations observed in agriculture (cocoa/coffee subsectors) subsectors?	What are the main labour violations observed in the hospitality/tourism subsectors?
1. 0-10 2. 11-20 3. 21-30 4. 31-40 5. Above 40						
1	2	3	4	5	6	7

Section 4: Competency of labour officers/inspectors

Which of the following parameters are key in hiring labour officers/inspectors? 1= Education qualifications 2= Type of experience 3= Years of experience 4= Specific skill sets	Are you aware of any well-structured training and monitoring programme for new inspectors to ensure competency before they conduct any inspections? 1= Yes 2= No > 4	What is the main area of focus of the training and monitoring programmes? 1= Basic risk management 2= Legislative or other requirements 3= Basic safety issues 4= Basic self-defence tactics 5= Communication skills 6= Dealing with aggression 7= Report writing 8= Inspection Protocols 9= Others (specify)....	Do you receive any on-the-job continuous training on developing technology and inspection methods? 1= Yes 2= No > 8	What is the focus of such continuous training? 1= interviewing techniques 2= Evidence management 3= Legislative requirements 4= Safety issues 5= Negotiation techniques 6= Communication skills 7= Conflict resolution skills 8= Crisis management 9= Others (specify)....	Are the trainings well-structured? 1= Yes 2= No	Who provides you with on-the-job training as a labour officer/inspector?	Are you aware of any code of integrity governing your actions as an inspector? 1= Yes 2= No > section 5	What are the principles of the code of integrity? 1= Impartiality 2= Independence from inappropriate influence 3= Conflicts of interest
1	2	3	4	5	6	7	8	9

Section 5: Labour officers/inspectors' conditions of work

Are you personally issued with Personal Protective Equipment (PPE) for conducting inspections? 1 = Yes 2 = No > 6	Are the PPEs suitable and adequate to protect you from hazards when conducting inspections? 1 = Yes 2 = No > 6	If no in (2), what makes the PPEs not suitable?	Which of the following PPEs are you issued with? 1 = Head protection 2 = Eye protection 3 = Respiratory protection 4 = Hearing protection 5 = Fall protection 6 = Foot and leg protection 7 = Hand and arm protection 8 = Face protection 9 = Body or skin protection	Are the PPEs regularly cleaned and maintained by competent persons? 1 = Yes 2 = No	Do you (inspectors) have access to the suitable and adequate equipment required to carry out inspection activities? (Equipment include measuring devices (tape measure, caliper, audiometer, gas detector etc), Evidence collection tools (cameras, sample collection containers, etc), Writing materials (physical or electronic), First aid kits 1 = Yes 2 = No	Are you provided with local offices, suitably equipped following the requirements of the service? 1 = Yes 2 = No	Are you provided with transport facilities necessary for the performance of your duties? 1 = Yes 2 = No	Are procedures in place to ensure that inspections take place in the safest possible conditions? 1 = Yes 2 = No	Are there measures in place to provide support, follow-up and care should inspectors fall victim to violence? 1 = Yes 2 = No
1	2	3	4	5	6	7	8	9	10

Section 5a: Labour inspection methodology & effectiveness

What is your primary area of focus during inspections? (Select all that apply)		On what basis do you select workplaces for inspection?	How much time do you dedicate yourself to your work of labour inspecting as compared to your other labour services / duties?	Are there clear standard operating procedures (SOPs) and guidelines for the inspection process?	What areas do these SOPs cover?	Are there clear guidelines on handling complaints and appeals arising from inspections, which are properly adhered to and regularly reviewed to ensure continued relevance?	Overall, which of the following measures do you find most effective in ensuring compliance with labour laws?	What challenges do you face in enforcing labour laws when faced with non-compliant workplaces?
1 = Health and Safety 2 = Wage and Hour Compliance 3 = Employment Standards 4 = Discrimination and Harassment 5 = Other (please specify): _____		1 = Level of risk 2 = Random selection 3 = Resource availability 4 = Other (please specify): _____	1. Equal time 2. Less time allocated to labour inspection duties 3. More time allocated to labour inception duties	1 = Yes 2 = No > 6	1 = Techniques of inspection 2 = Selection and management of inspections 3 = Actions that should be taken in particular circumstances	1 = Yes 2 = No	1 = Advisory measures 2 = Preventive measures 3 = Enforcement measures	
1	2	3	4	5	6	7	8	
Activity no.	Does the inspection process include the following activities to ensure compliance with applicable national legislation:	Rate the extent you find each of these activities you answered yes in (9) effective in ensuring compliance to labour laws	Rate the extent you find each of these activities you answered yes in (9) effective in ensuring improvement of working conditions	Rate the extent you find each of these activities you answered yes in (9) effective in reducing workplace injury rates	Rate the extent you find each of these activities you answered yes in (9) effective in increasing employer and worker awareness of a particular issue or risk			
	1 = Yes 2 = No (> NEXT ACTIVITY)	1 = Very Effectively 2 = Effectively 3 = Ineffectively 4 = Very Ineffectively	1 = Very Effectively 2 = Effectively 3 = Ineffectively 4 = Very Ineffectively	1 = Very Effectively 2 = Effectively 3 = Ineffectively 4 = Very Ineffectively	1 = Very Effectively 2 = Effectively 3 = Ineffectively 4 = Very Ineffectively			
9	10	11	12	13	14			
1	A physical examination of the workplace;							

2	Observing methods of work by workers					
3	To require the production of any books, registers, or other documents the keeping of which is prescribed by national laws or regulations relating to conditions of work, to see that they conform with the legal provisions					
4	A discussion with representatives of the employer and with workers and/or their representatives					
5	To judge whether the employer's policies are directed to ensure the decent working conditions of his employees					

6	To guide employers and workers so as to help them to comply with legal obligations					
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Section 5b: OSH inspection methodology & effectiveness (For OSH inspectors only)

Activity no.	Activity	Does the investigation process for work-related accidents or cases of ill-health include the following: 1 = Yes 2 = No (> > NEXT ACTIVITY)	Rate the effectiveness of these activities you answered yes in (2) in ensuring safety and health of workers 1 = Very Effectively 2 = Effectively 3 = Ineffectively 4 = Very Ineffectively	Rate the effectiveness of these activities you answered yes in (2) in reducing workplace injuries 1 = Very Effectively 2 = Effectively 3 = Ineffectively 4 = Very Ineffectively	Rate the effectiveness of these activities you answered yes in increasing employer and worker awareness of a particular OSH issue or risk 1 = Very Effectively 2 = Effectively 3 = Ineffectively 4 = Very Ineffectively
1		2	3	4	5
1	A physical examination of the workplace or accident scene and the equipment or agencies that led to the accident or ill-health				
2	Events leading to the accident or ill-health				
3	Root cause of the accident or ill-health				
4	Details of injured (including severity of injury)				
5	Interview of the injured and persons involved (witness, co-worker, supervisor) whenever necessary and possible				
6	To determine if the organisation has made arrangements to effectively protect workers against similar accidents or cases of ill-health				

7	To take measures with immediate executory force in the event that imminent danger to the health or safety of the workers still persists at the workplace or accident scene								
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Section 6: Inspection in the informal sector

Do you inspect informal workplaces? 1 = Yes 2 = No > 3	What is the focus of inspections in the informal economy?	What are the main challenges about enforcing workers' rights in the informal economy?	Which labour laws are most relevant to the informal economy?	Which of the laws listed in (4) are most difficult to enforce? Probe: Why?	What is the scope of the labour inspectorate's powers concerning the informal economy?	What are the limitations of the labour inspectorate's powers in the informal economy?	How can inspections be better adapted to ensure coverage in the informal economy?	How can labour inspection mechanisms be enforced to reach workers and employers in the informal economy?
1	2	3	4	5	6	7	8	9

Section 7: The Business case for labour inspection

How effective do you believe labour inspections are in improving workplace safety and health standards? 1 = Very Effective 2 = Effective 3 = Ineffective 4 = Very Ineffective	To what extent do you think labour inspections contribute to compliance with labour laws and regulations? 1 = To a Large Extent 2 = To a Moderate Extent 3 = To a Small Extent 4 = Not At All	How do you assess the impact of labour inspections on reducing workplace incidents and violations? 1 = Significant Reduction 2 = Moderate Reduction 3 = No Change 4 = Increase in Incidents	In your experience, what can be done to deal with employers who are adamant about complying with labour laws? (Give 3 suggestions)	How can labour officers/inspectors be empowered to ensure compliance with labour laws and standards?	Highlight three practical steps that the government and labour inspectorate can take to improve the capacity and operational effectiveness of the labour inspectorate.	How many times should a workplace be visited per year?	How many inspections can you conduct per year?	On average, how much do you spend to conduct an inspection (kindly include the costs of gadgets, transport and other facilitations excluding salary) (UGX)
1	2	3	4	5	6	7	8	9

Aspect	Which labour inspection aspects would you like the government to invest in more to make the job more effective?	For all aspects identified in (10), how much in Uganda shillings should be invested to make the job more effective? (UGX)
	10	11
1. Technology adoption		
2. Legislative framework reviews		
3. Inspector numbers		
4. Inspector remuneration		
5. Training		
6. Inspector facilitation like transport		
7. Other (Specify)		

Section 8: General questions

Is there anything that has not been covered that you would like to bring to the research team's attention?

GPS COORDINATES:

	N=1	S=2	D	M
LAT				
LONG				

Thank you for your time

Annexe 3: Quantitative Tool-Employers



The Business Case for Labour Inspection in Uganda

A case study of agriculture and tourism subsectors in the Albertine and Rwenzori subregions

Employers Questionnaire

INTRODUCTION AND CONSENT

Hello. My name is _____. I am working with the Economic Policy Research Centre. We are surveying the effectiveness of current labour inspection methods in the agriculture (cocoa and coffee) and tourism/hospitality sectors. The information we collect will help demonstrate the value of labour inspection for all social partners. You were selected for the survey.

The questions usually take **about 20 to 30 minutes**. All of your answers will be confidential and not be shared with anyone other than members of our survey team. You don't have to be in the survey, but we hope you will agree to answer the questions since your views are important. If I ask you any question you don't want to answer, just let me know, and I will go on to the next question, or you can stop the interview anytime. You may contact the person listed on this card for more information about the survey.

GIVE CARD WITH CONTACT INFORMATION

Do you have any questions?

Do you agree to be interviewed? 1. YES 2. NO

INTERVIEWER NAME:.....

INTERVIEWER SIGNATURE.....

Section 1: Staff details

							CODE	
1. NAME OF INTERVIEWER:								
		DD	MM	YYYY				
2. DATE OF INTERVIEW:								
3. NAME OF SUPERVISOR:								
		DD	MM	YYYY				
4. DATE OF CHECKING:								
5. STARTING TIME:								
6. RESPONSE CODE:							6b. REASON	
1. Completed all of the interview								
2. Partially completed sections required for this visit>> Ask 6B								
3. Not done at all>> ask 6B								
CODES FOR 6b GIVE REASON IF THE RESPONDENT IS NOT ABLE TO PARTICIPATE IN OR COMPLETE THE SURVEY Refused 1 No competent respondent at the time of the visit 2 Enterprise not known/not found 3 Enterprise closed 4								
7. GPS COORDINATES:								
	N=1	S=2	D		M			
LAT								
LONG								

Section 2: Employer information

Region	District/City	Number of employees in the organisation	Industry/sector of operation of the organisation	Respondent Sex	Respondent Age in completed years?	Respondent's Position in the organization?	How long have you been working in the organization?	Highest level of education
1 = Rwenzori 2 = Albertine	1 = Bundibugyo 2 = Bunyangabu 3 = Fort Portal City 4 = Kabarole 5 = Kasese 6 = Ntoroko 7 = Hoima 8 = Hoima City 9 = Kikuube 10 = Kagadi	1 = Full-time employees 2 = Part-time employees	1 = Agriculture (coffee) 2 = Agriculture (cocoa) 3 = Tourism/hospitality	1 = Male 2 = Female			1 = 0 – 4 years 2 = 5 – 9 years 3 = 10 – 14 years 4 = 15 years and above	1 = No formal education 2 = Primary 3 = Secondary 4 = Certificate/Diploma 5 = Bachelor's degree 6 = Master's degree
1	2	3	4	5	6	7	8	9

Section 3: Effectiveness of labour inspections

Do you have any knowledge about labour officers? 1 = Yes 2 = No	Have you been visited by labour officers/OSH inspectors (or their representative) in the last 2 years? 1 = Yes 2 = No > > Section 5 question 3	How often have you been visited in the last 2 years? 1 = Once 2 = Twice 3 = More than twice	What was the focus of the visit? 1 = Availability of training and career development for employees 2 = Wages 3 = Contribution to providence schemes e.g. NSSF, Pension etc 4 = Workers Insurance 5 = Working hours 6 = Work schedules 7 = Unionization 8 = Administrative and statutory policy documents e.g. human resource manual, HIV/AIDS policy etc 9 = Workplace Occupational Safety and Health compliance 10 = Occupational Health services e.g. first aid services 11 = Occurrence of occupational injuries and illnesses 12 = Accessibility of the workplace 13 = Chemical safety and security 14 = Plants, equipment and tools compliance requirements 15 = Fire safety 16 = Safety signage 17 = Housekeeping and Storage 18 = Lighting 19 = Noise at the workplace 20 = Dust levels 21 = Air quality 22 = Worker's welfare amenities 23 = Child labour concerns	Which particular officer visited you? 1 = Labour Officer 2 = Labour Officer representative (specify) 3 = OSH inspector > > 11 4 = OSH inspector representative (specify) > > 11 4 = Both
1	2	4	5	6

Activity no.	Activity	Did the inspection process include the following activities to ensure compliance with applicable national legislation: 1 = Yes 2 = No (> > NEXT ACTIVITY)	Rate the extent you find each of these activities you answered yes in (3) effective in ensuring compliance to labour laws 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective	Rate the extent you find each of these activities you answered yes in (3) effective in ensuring improvement of working conditions 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective	Rate the extent you find each of these activities you answered yes in (3) effective in reducing workplace injury rates 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective	Rate the extent you find each of these activities you answered yes in (3) effective in increasing employer and worker awareness of a particular issue or risk 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective
5		6	7	8	9	10
1	A physical examination of the workplace;					
2	Observing methods of work by workers					
3	To require the production of any books, registers, or other documents the keeping of which is prescribed by national laws or regulations relating to conditions of work, to see that they conform with the legal provisions					
4	A discussion with representatives of the employer and with workers and/or their representatives					

5	To judge whether the employer's policies are directed to ensure the decent working conditions of his employees							
6	To guide employers and workers so as to help them to comply with legal obligations							
Activity no.	Activity	In case of a work-related accident or ill health, does the investigation process include the following: 1 = Yes 2 = No (> > NEXT ACTIVITY)	Rate the effectiveness of these activities you answered yes in (2) in ensuring the safety and health of workers 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective	Rate the effectiveness of these activities you answered yes in (2) in reducing workplace injuries 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective	Rate the effectiveness of these activities you answered yes in increasing employer and worker awareness of a particular OSH issue or risk 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective			
11		12	13	14	15			
1	A physical examination of the workplace or accident scene and the equipment or agencies that led to the accident or ill-health							
2	Events leading to the accident or ill-health							
3	Root cause of the accident or ill-health							
4	Details of injured (including severity of injury)							
5	Interview of the injured and persons involved (witness, co-worker, supervisor) whenever necessary and possible							

6	To determine if the organisation has made arrangements to effectively protect workers against similar accidents or cases of ill-health				
7	To take measures with immediate executive force in the event that imminent danger to the health or safety of the workers still persists at the workplace or accident scene				

Section 4: The Business Case for Labour Inspection

Overall, how would you rate the effect of labour inspections on your business operations?	What are the primary benefits your business has experienced from labour inspections? (Select all that apply)	What are the primary challenges your business faces due to labour inspections? (Select all that apply)	To what extent do labour inspections help your business manage workplace safety and health risks?	How effective are labour inspections in ensuring compliance with labour laws in your opinion?	Do you believe that the current labour inspection process supports the interests of businesses?
1 = Very positive 2 = Positive 4 = Negative 5 = Very negative	1 = Improved workplace safety 2 = Better compliance with labour laws 3 = Enhanced employee morale 4 = Reduced risk of legal issues 5 = Financial savings (e.g., avoided fines) 6 = Other (please specify): _____	1 = High compliance costs 2 = Operational disruptions 3 = Complexity of regulations 4 = Time consumption 5 = Other (please specify): _____	1 = To a Large Extent 2 = To a Moderate Extent 3 = To a Small Extent 4 = Not at All	1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective	1 = Strongly does not support 2 = Does not support 3 = Support 4 = Strongly Support
1	2	3	4	5	6

Section 5: General remarks

Overall, which of the following measures taken by inspectors do you find most effective in ensuring improvement of working conditions? 1= Advisory measures 2= Preventive measures 3= Enforcement measures	What aspects of inspection do you find valuable in improving employee working conditions?	Would you wish to be visited by an inspector? (Probe why/why not?) 1= Yes 2= No	Give at least four proposals to strengthen labour inspections toward promoting safe and decent work
1	2	3	4

General Questions (s)

Is there anything that has not been covered that you would like to bring to the research team's attention? Thank you for your time

Annexe 4: Quantitative Tool-Employees



The Business Case for Labour Inspection in Uganda
A case study of agriculture and tourism subsectors in the Albertine and Rwenzori subregions
Employees Questionnaire

INTRODUCTION AND CONSENT

Hello. My name is _____. I am working with the Economic Policy Research Centre. We are surveying the effectiveness of current labour inspection methods in the agriculture (cocoa and coffee) and tourism/hospitality sectors. The information we collect will help demonstrate the value of labour inspection for all social partners. You were selected for the survey.

The questions usually take **about 20 to 30 minutes**. All of your answers will be confidential and not be shared with anyone other than members of our survey team. You don't have to be in the survey, but we hope you will agree to answer the questions since your views are important. If I ask you any question you don't want to answer, just let me know, and I will go on to the next question, or you can stop the interview anytime. You may contact the person listed on this card for more information about the survey.

GIVE CARD WITH CONTACT INFORMATION

Do you have any questions?

Do you agree to be interviewed? 1. YES 2. NO

INTERVIEWER NAME:.....

INTERVIEWER SIGNATURE.....

Section 1: Staff details

							CODE	
1. NAME OF INTERVIEWER:								
		DD	MM	YYYY				
2. DATE OF INTERVIEW:								
3. NAME OF SUPERVISOR:								
		DD	MM	YYYY				
4. DATE OF CHECKING:								
5. STARTING TIME:								
6. RESPONSE CODE:							6b. REASON	
1. Completed all of the interview								
2. Partially completed sections required for this visit>> Ask 6B								
3. Not done at all>> ask 6B								
CODES FOR 6b GIVE REASON IF THE RESPONDENT IS NOT ABLE TO PARTICIPATE IN OR COMPLETE THE SURVEY Refused 1 No competent respondent at the time of the visit 2 Enterprise not known/not found 3 Enterprise closed 4								
7. GPS COORDINATES:								
	N=1	S=2	D		M			
LAT								
LONG								

Section 2: Employee information

Region	District/City	Industry/sector of operation of the organization	Sex	Age in completed years?	Position in the company?	How long have you been working in the organization?	Highest level of education	Are you working in a formal or informal establishment?
1 = Rwenzori 2 = Albertine	1 = Bundibugyo 2 = Bunyangabu 3 = Fort Portal City 4 = Kabarole 5 = Kasese 6 = Ntoroko 7 = Hoima 8 = Hoima City 9 = Kikuube 10 = Kagadi	1 = Agriculture (coffee) 2 = Agriculture (cocoa) 3 = Tourism/hospitality	1 = Male 2 = Female			1 = 0 – 4 years 2 = 5 – 9 years 3 = 10 – 14 years 4 = 15 years and above	1 = No formal education 2 = Primary 3 = Secondary 4 = Certificate/Diploma 5 = Bachelor's degree 6 = Master's degree	1 = Formal 2 = Informal
1	2	3	4	5	6	7	8	9

Section 3: Effectiveness of labour inspections

Do you have any knowledge about labour officers/inspectors? 1= Yes 2= No	Have you been visited by labour officers/OSH inspectors (or their representative) in the last 2 years? 1= Yes 2= No > > section 5 question 2	How often have you been visited in the last 2 years? 1= Once 2= Twice 3= More than twice	What was the focus of the visit? (Choose maximum of 4 that apply) 1= Availability of training and career development for employees 2= Wages 3= Contribution to providence schemes e.g. NSSF, Pension etc 4= Workers Insurance 5= Working hours 6= Work schedules 7= Unionization 8= Administrative and statutory policy documents e.g. human resource manual, HIV/AIDS policy etc 9= Workplace Occupational Safety and Health compliance 10= Occupational Health services e.g. first aid services 11= Occurrence of occupational injuries and illnesses 12= Accessibility of the workplace 13= Chemical safety and security 14= Plants, equipment and tools compliance requirements 15= Fire safety 16= Safety signage 17= Housekeeping and Storage 18= Lighting 19= Noise at the workplace 20= Dust levels 21= Air quality 22= Worker's welfare amenities 23= Child labour concerns	Which particular officer visited you? 1= Labour Officer 2= Labour Officer representative (specify) 3= OSH inspector > > 12 4= OSH inspector representative (specify) > > 12 4= Both
1	2	3	4	5

Activity no.	Activity	Did the inspection process include the following activities to ensure compliance with applicable national legislation: 1 = Yes 2 = No (> > NEXT ACTIVITY)	Rate the extent you find each of these activities you answered yes in (3) effective in ensuring compliance to labour laws 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective	Rate the extent you find each of these activities you answered yes in (3) effective in improvement of working conditions 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective	Rate the extent you find each of these activities you answered yes in (3) effective in reducing workplace injury rates 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective	Rate the extent you find each of these activities you answered yes in (3) effective in increasing employer and worker awareness of a particular issue or risk 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective
6		7	8	9	10	11
1	A physical examination of the workplace;					
2	Observing methods of work by workers					
3	To require the production of any books, registers, or other documents the keeping of which is prescribed by national laws or regulations relating to conditions of work, to see that they conform with the legal provisions					

4	A discussion with representatives of the employer and with workers and/or their representatives						
5	To judge whether the employer's policies are directed to ensure the decent working conditions of his employees						
6	To guide employers and workers so as to help them to comply with legal obligations						
Activity no.	Activity	In case of a work-related accident or ill health, does the investigation process include the following: 1 = Yes 2 = No (> > NEXT ACTIVITY)	Rate the effectiveness of these activities you answered yes in (2) in ensuring the safety and health of workers 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective	Rate the effectiveness of these activities you answered yes in (2) in reducing workplace injuries 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective	Rate the effectiveness of these activities you answered yes in increasing employer and worker awareness of a particular OSH issue or risk 1 = Very ineffective 2 = Ineffective 3 = Effective 4 = Very effective		
12		13	14	15	16		

1	A physical examination of the workplace or accident scene and the equipment or agencies that led to the accident or ill-health					
2	Events leading to the accident or ill-health					
3	Root cause of the accident or ill-health					
4	Details of injured (including severity of injury)					
5	Interview of the injured and persons involved (witness, co-worker, supervisor) whenever necessary and possible					
6	To determine if the organisation has made arrangements to effectively protect workers against similar accidents or cases of ill-health					
7	To take measures with immediate executory force in the event that imminent danger to the health or safety of the workers still persists at the workplace or accident scene					

Section 4: Business Case for Labour Inspection

How would you rate the overall impact of labour inspections on your work environment? 1 = Very Positive 2 = Positive 3 = Negative 4 = Very Negative	How well-informed do you feel about the purpose and process of labour inspections at your workplace? 1 = Very Well-Informed 2 = Well-Informed 3 = Poorly Informed 4 = Very Poorly Informed	To what extent do you believe labour inspections contribute to improved workplace safety? 1 = To a Large Extent 2 = To a Moderate Extent 3 = To a Small Extent 4 = Not at All	How have labour inspections impacted the adherence to health and safety regulations in your workplace? 1 = Significantly Improved 2 = Somewhat Improved 3 = Somewhat Worsened 4 = Significantly Worsened	In your opinion, how effectively do labour inspections address workplace hazards and compliance issues? 1 = Very Effectively 2 = Effectively 3 = Ineffectively 4 = Very Ineffectively	How has the presence of labour inspections affected your job satisfaction? 1 = Very Positively 2 = Positively 3 = Negatively 4 = Very Negatively	Do you feel that labour inspections help to address employee concerns and complaints related to workplace conditions? 1 = Strongly Agree 2 = Agree 3 = Disagree 4 = Strongly Disagree
1	2	3	4	5	6	7

Section 5: General remarks

Overall, which of the following measures taken by inspectors do you find most effective in ensuring improvement of working conditions? 1 = Advisory measures 2 = Preventive measures 3 = Enforcement measures	Do you think some of your challenges can be solved by labour inspections? 1 = Yes 2 = No > 4	Mention at least three challenges that can be addressed reasonably well by a labour inspection?	If no in (2), why not?	Give at least four proposals to strengthen labour inspections towards promoting safe and decent work
1	2	3	4	5

General Questions (s)

Is there anything that has not been covered that you would like to bring to the research team's attention?

Thank you for your time

Annex 5: Industrial classification of GDP by conomic activities, 2018/19-2022/23

	2018/19	2019/20	2020/21	2021/22	2022/23
Agriculture, forestry, and fishing	22.9	23.9	23.8	24	23.8
Cash crops	2	2	2.1	2.7	2.5
Food crops	11.5	11.6	11.5	11.4	11.6
Livestock	3.4	3.8	3.9	4	4
Agriculture Support Services	0	0	0	0	0
Forestry	3.8	4.1	4.1	3.9	3.6
Fishing	2.2	2.5	2.3	2	2
Industry	26.6	26.5	27.1	26.8	26
Mining & quarrying	1.7	1.6	1.9	1.4	1.9
Manufacturing	15.5	15.8	16.4	16.4	15.6
Electricity	1.3	1.4	1.4	1.3	1.1
Water	2.3	2.2	2.2	2.1	2.1
Construction	5.9	5.5	5.2	5.5	5.3
Services	43	42.8	41.8	41.7	42.4
Trade and Repairs	8.6	8.4	7.9	8.4	9.2
Transportation and Storage	3.4	3.4	3.2	3.2	3.6
Accommodation and Food Service Activities	2.9	2.6	2.4	2.2	2.2
Information and Communication	1.8	1.8	1.8	1.7	1.5
Financial and Insurance Activities	2.6	2.7	2.8	2.9	2.8
Real Estate Activities	6.3	6.4	6.3	6.3	6.1
Professional, Scientific and Technical Activities	2.1	2.1	2	1.9	2.3
Administrative and Support Service Activities	1.8	1.8	1.9	1.9	2
Public Administration	2.5	2.8	3	2.9	2.8
Education	4.4	4.1	3.8	3.6	3.6
Human Health and Social Work Activities	3.3	3.2	3.4	3.6	3.3
Arts, Entertainment and Recreation	0.2	0.2	0.2	0.1	0.1
Other Service Activities	2.4	2.5	2.5	2.2	2
Activities of Households as Employers	0.8	0.8	0.7	0.7	0.7

Source: UBOS, 2024, Statistical Abstract

Annex Table 2: Labour Inspection stakeholder mapping

Stakeholder category	Stakeholder	Level of influence	Level of impact	Contribution to the project or its outcomes
National Level	1. Ministry of Gender Labour and Social Development (Directorate of Labour, Employment and Occupational Safety and Health)	High	High	Key driver for the implementation of proposed policy actions
	2. Ministry of Tourism, wildlife, and Antiquities	Low	Medium	
	3. Ministry of Agriculture, Animal Industry and Fisheries	Low	Medium	
	4. Uganda Coffee Development Authority	Low	Medium	
	5. Uganda Tourism Board (UTB)	High	High	
	6. Parliament	High	Medium	
District level	1. Ministry of Local Government	High	Medium	Ensure implementation of the policy actions at the grassroots
Enforcement	1. Ministry of Justice	Low	Medium	Ensure the enforcement of recommended policy actions
	2. Industrial Court	Low	Medium	
	3. Medical Arbitration Board	Low	Medium	
	4. Magistrates Court	Low	Medium	
Development partners	1. International Labour Organisation (ILO)	Medium	Medium	Provide training to relevant stakeholders and funding for the implementation of the proposed policy actions
	2. Enabel	High	High	
Social partners	1. National Organization of Trade Unions (NOTU) 2. Confederation of Free Trade Unions (COFTU) 3. Labour Advisory Board (LAB) 4. Minimum Wages Advisory Boards and Wages Councils 5. Federation of Uganda Employers (FUE) 6. Tour owners and operators 7. Uganda hospitality, leisure, and allied workers union 8. Uganda Hotels Owners Association 9. Association of Uganda Women in tourism trade 10. Uganda Hotels, Food, and Allied Workers Union 11. National Union of plantation and Agriculture workers 12. Amalgamated Transport and General Workers Union	High	High	- Support the proposed policy actions - Encourage union members to implement the proposed policy actions - Advocate for the institution of requirements for the implementation of the proposed policy actions e.g. by demanding that the relevant stakeholders to provide the resources required

Stakeholder category	Stakeholder	Level of influence	Level of impact	Contribution to the project or its outcomes
NGOs (Advocacy)	1. Elimination of Child labour in agriculture (ECLA) 2. Platform for Labour Action	Low	Medium	Advocate for the institution of requirements for the implementation of the proposed policy actions e.g. by demanding that the relevant stakeholders provide the resources required
Media	1. Key print and broadcast media houses	High	Low	Shed light on the status of labour inspection and produce media stories in support of the proposed policy actions emanating from the study

Source: Authors' compilation, 2025



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