



Federal Republic of Nigeria

NATIONAL INDUSTRIAL RELATIONS POLICY (NIRP) FOR NIGERIA

THE NIRP OBJECTIVES, STRATEGIC GOALS AND 4-YEAR IMPLEMENTATION PLAN

FOREWORD

The Federal Government of Nigeria has over time enacted several very well crafted laws to govern the industrial relations landscape to ensure peaceful outcomes in the interactions between labour and employers, with the government as a regulator. However, the implementation of the extant laws has remained far below their anticipation, as the provisions in the laws are observed in the breach by the actors. In particular, the spate of violent industrial actions deployed by the tripartite partners to manage their conflicts has become worrisome.

It is expected that an appropriate industrial relations policy will serve as a jointly authored document that coordinates the tripartite partners and regulate relationships among them towards the mutual satisfaction of their sectional interests. The last policy of government was executively instructed and was premised on the philosophy of limited intervention and guided democracy. It has however proved quite inadequate as a suitable policy to drive industrial relations in a technologically-driven and post-Covid-19 world.

It has become revealed that the 1975 policy was directed at regulating trade unions, whereas employers' obligations were not adequately covered. These troubling observations were made by the Directorate of Trade Unions and Industrial Relations Services of the Federal Ministry of Labour and Employment in 2018. This directorate has taken the challenge to give the Federal Republic of Nigeria a befitting national industrial relations policy, working with the International Labour Organisation (ILO).

This policy document, unlike the previous approach of government, is a product of the consensus-building efforts of the tripartite partners. We appreciate the contributions of Professor Sola Fajana, the appointed national consultant, who worked with the tripartite partners, anchored the zonal and review workshops and coordinated the compilation of this report. We also appreciate the corps of experts and administrators at the ILO Office, Abuja and elsewhere, for the provision of technical support for this project.

I recommend this document to all the tripartite partners and the citizens of the Federal Republic of Nigeria as the effective innovative implementation pathway for labour laws and the ground framework for the conduct of good industrial relations practice in Nigeria.



Dr. Muhammadu Maigari Dingyadi

Honourable Minister

Federal Ministry of Labour and Employment

31st July 2025

ACKNOWLEDGEMENT

On behalf of the Federal Ministry of Labour and Employment, I wish to express profound appreciation to all stakeholders whose invaluable contributions enriched the development of the National Industrial Relations Policy (NIRP). The Leadership role played by the Honourable Minister; Dr. Muhammadu Maigari Dingyadi through his support and encouragement to the department in the realization of this work is highly commendable. This landmark document is the product of collective wisdom, technical expertise, and shared commitment to fostering harmonious industrial relations across Nigeria's world of work.

Special recognition is accorded to the government's social partners Nigeria Labour Congress (NLC), the Trade Union Congress (TUC), and the Nigeria Employers' Consultative Association (NECA). Further thanks to the ILO consultants, Prof Issac Sola Fajana and Prof Samuel Oluranti who led the development of the policy with extensive support from Mr. Faustin Amoussou, Ms Chinyere Emeka-Anuna, Mr. Pius Udo and Ms Grace Anyiam whose inputs and technical support provided depth and balance to the policy framework. Credit to the International Labour Organization (ILO), Abuja Country Office led by Ms. Vanessa Phala for their support throughout the process. We also acknowledge the active participation of relevant Government Agencies and Institutions, whose dedication ensured that the policy reflects both national priorities and international best practices.

This collaborative effort underscores the importance of dialogue, partnership, and inclusivity in shaping a sustainable industrial relations system. It is our firm belief that the policy will serve as a guiding instrument for promoting industrial peace, enhancing productivity, and advancing the principle and practice of decent work for all Nigerians.

I extend my sincere gratitude to past Directors, especially Mrs. C.C Dike, Mrs Omoabie Akpan, Mr Emmanuel Igbinosun and the present Directors in the Department of Trade Union Services and Industrial Relations (TUSIR) and every individual that contributed to the success of this policy development. Your commitment and untiring efforts have no doubt laid a solid foundation for a future of mutual respect, fairness, and progress in our workplaces.



Falonipe Amos O.

Director, Trade Union Services and Industrial Relations

Federal Ministry of Labour and Employment

JOINT STATEMENT OF COMMITMENT

Nigeria has over the years witnessed frequent industrial actions. This situation is partly due to the absence of a National Policy on Industrial Relations that largely regulates the conduct of various actors within the industrial relations space in the country.

In line with the above, a Stakeholders' meeting on the development and implementation of a National Policy was held in March 2018 at the Statement Hotel, Central Business Area, Abuja. At the meeting, the three tripartite partners – Government, Workers and Employers unanimously agreed on the need for a National Policy on Industrial Relations.

The International Labour Organisation acting within its mandate, which includes the promotion of best practices in industrial relations globally, agreed to provide technical assistance to aid the process of developing Nigeria's national industrial relations policy.

Through the process of stakeholders' consultations with the tripartite partners, experts and interested parties in different geo-political zones of Nigeria, the traditional and contemporary concerns of the actors were harvested, collated and structured into strategic objectives, and action plans.

We the signatories below agree with the policies and the strategic goals set out in this Policy and undertake to actively participate in its implementation.

Signed this day 6th May 2026.



.....
Dr. Muhammadu Maigari Dingyadi CON
Honourable Minister
Federal Ministry of Labour and
Employment (FMLE)



.....
Ms. Vanessa Phala
Director, ILO Country Office for Nigeria,
Ghana, Liberia, Sierra Leone, and Liaison
Office for ECOWAS



.....
Mr. Adewale Oyerinde
Director General,
Nigeria Employers Consultative Association (NECA)



.....
Comrade Joe Ajaero
President
Nigeria Labour Congress (NLC)



.....
Comrade Engineer Festus Osifo
President General
Trade Union Congress of Nigeria (TUC)

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ACRONYMS

ACRONYM	MEANING
AI	Artificial Intelligence
AU	African Union
CIPMN	Chartered Institute of Personnel Management of Nigeria
CMD	Centre for Management Development
DFID	UK Department for International Development
DWCP	Decent Work Country Programme
ECOWAS	Economic Community of West African States
EPZs	Export Processing Zones
ERGP	Economic Recovery and Growth Plan
EU	European Union
FAO	Food and Agriculture Organisation
FCT	Federal Capital Territory
FDI	Foreign Direct Investment
FMARD	Federal Ministry of Agriculture and Rural Development
FML&E	Federal Ministry of Labour and Employment
FMYSD	Federal Ministry of Youth and Sports Development
GDP	Gross Domestic Product
GJP	Global Jobs Pact
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HDN	Human Development Network
IAP	Industrial Arbitration Panel
ICT	Information and Communication Technology
IDC	Industrial Development Centre
ILO	International Labour Organisation
ILS	International Labour Standards
IoT	Internet of Things
IR	Industrial Relations
KBE	Knowledge Based Economy
LEEDS	Local Government Economic Empowerment and Development Strategy
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MINILS	Michael Imoudu National Institute for Labour Studies
MSME	Micro, Small and Medium Scale Enterprises
NAPEC	National Action Plan on Employment Creation
NAPEP	National Poverty Eradication Programme
NBS	National Bureau of Statistics
NDE	National Directorate of Employment
NECA	Nigeria Employers' Consultative Association
NEEDS	National Economic Empowerment and Development Strategy
NGOs	Non-Governmental Organizations
NHIA	National Health Insurance Authority
NICN	National Industrial Court of Nigeria

NIRP	National Industrial Relations Policy
NJP	National Jobs Pact
NLAC	National Labour Advisory Council
NLC	Nigeria Labour Congress
NMB	National Manpower Board
NPC	National Planning Commission
NPLM	National Policy on Labour Migration
NPrC	National Productivity Centre
NSIWC	National Salaries, Incomes and Wages Commission
NYSC	National Youth Service Corps
OATUU	Organization of African Trade Union Unity
PDP	Peoples Democratic Party
PEA	Private Employment Agencies
PFAs	Pension Fund Administrators
PLWHA	People Living with HIV/AIDS
PPPs	Public Private Partnerships
PRSP	Poverty Reduction Strategy Papers
RBM	Results Based Management
RTU	Registrar of Trade Unions
SDGs	Sustainable Development Goals
SEEDS	State Economic Empowerment and Development Strategy
SME	Small and Medium Enterprise
SMEDAN	Small and Medium Enterprises Development Agency of Nigeria
TTWG	Tripartite Technical Working Group
TUC	Trade Union Congress of Nigeria
TWG	Technical Working Group
UN	United Nations
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Fund for Population Activities
UN-Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
UNIFEM	United Nations Development Fund For Women
UNRISD	United Nations Research Institute for Social Development
USAID	United States Agency for International Development
WB	World Bank
WHO	World Health Organisation

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1. BACKGROUND TO THE NATIONAL INDUSTRIAL RELATIONS POLICY

1.1 Overview of the National Industrial Relations Policy

Peaceful industrial relations practice generates growth and development for an economy because it adds up the productivity gains that accrue to all the tripartite partners, viz government at all levels, all segments of industrial organisations and the people that make up that economy. The absence of peace, predisposed by the prevalence of violent industrial conflicts, inevitably diminishes growth. Against this principle, this Policy seeks to establish mechanisms to increase industrial peace in the Nigerian economy. Thirteen national industrial relations objectives which mirror the concerns and priorities of the tripartite partners were identified in this document. Thereafter, three main strategic goals were specified as ways of achieving the outcomes envisioned in the thirteen national industrial relations objectives. These three strategic goals are (i) reviewing, enacting or re-enacting laws, regulations and codes of conduct, to ensure compliance and discourage breach of the laws which had hitherto been with impunity, and encourage other peaceful alternative disputes resolution techniques, (ii) building the capacity of the tripartite partners to enable them achieve the NIRP objectives, and (iii) facilitating easy usage of the NIRP by effectively communicating its provisions to the ultimate beneficiaries. The NIRP describes the activities, outcomes and objectives of the policy, its implementation, as well as the plans for its monitoring and evaluation.

1.2 Rationale for the National Industrial Relations Policy

The colonial and post-colonial industrial relations experience in Nigeria is characterised by the activities of politically conscious and articulate tripartite partners – trade unions of workers and employers, as well as the organized human rights movement; even though the industrialization and national growth had been sub-optimal. The pre-independence trade unions for example demonstrated huge competence and organizational ability that assisted the agitation process for Nigeria's independence, and hastened the concessions and granting of political independence. However, this informed and sophisticated environment has led to huge employment and wage-related disputes among the tripartite partners, oftentimes leading to violent and needless strike actions as the tripartite partners deploy aggressive defensive reactions in the management of their conflicts.

In Nigeria, post-colonial governments were ostensibly aggressive about development as professed routinely in official declarations. There is continuous mention of harmony of interests and adopted strategies, which were directed at effective containment of violent strike and other overt forms of industrial actions. At the verge of independence, it was evident that strikes during colonial era were partly economic and partly politically motivated, hence the interest evidently shown by the Nigerian State.

In a developing country like Nigeria, one of the elements of the sustained system of industrial relations is that it is difficult to separate labour from political matters. For instance, as reported by the Nigeria Police: "the Chief Commissioners (police) have given it as their opinion that there can be no comfortable line of demarcation between labour affairs and politics... and that in consequence, labour policy becomes mainly the concern of the Provincial Administration itself ..." (Fajana, 1992, p184). Expectedly therefore, all Administrations since the colonial period have continued to use the police to stop industrial protests. As found in a study of conflict regulation and the role of the Nigerian Police, it is an interesting irony that the Police seeks to get recognition not only for preventing industrial crises by keeping the peace through regular police work, but also

secondarily assisting workers and employers to sit down and resolve their differences through negotiations (Fajana, 1992, 2005b). This development calls to question the role of the Federal Ministry of Labour and other agencies, whose primary duty it is to facilitate collective negotiations and effectively resolve conflicts at work through unfettered deployment of their regulatory roles.

In spite of State coercion, the Nigerian workers have been resilient as participants in industrial conflict. They have continued to respond more to economic conditions than political systems. For instance, the pattern of industrial disputes has been found to be strongly and positively associated with the trends in the petroleum sector.

Looking at the historical data, Otobo (1992) observed that typical work stoppages at the initial phases were restricted in size (because of the absence of large-scale enterprises), low in frequency (on account of weak union organisation), and of considerable duration (reflecting visible employer hostility to embryonic unions). In the middle 1950s, the number of strikes increased reflecting higher levels of industrial concentration, and workers agitation for economic improvements in their lots. Stoppages became more frequent arising from greater union organisation and mobilisation after the Second World War. The duration considerably reduced possibly reflecting the intervention of armed police at the invitation of the State agents by colonial employers facing workers strike actions.

In the 1960s, strikes became more frequent, but then the breadth was still small and the duration rather short. This reflects instrumental actions put up by the workers who wanted a piece of the oil wealth. Besides, several wage commissions were set up to review compensation especially in the public sector. In the consequence, parity seeking workers in the private sector almost always embarked upon short strike actions during this period in order to ask for their own increases. Such demands were aggravated by the ensuing inflation resulting from the announcement of wage commissions' reports. By this period, private sector wages had overtaken those in the public sector.

The pattern of industrial conflict in the post-colonial era reflected the contextual dictates of the actors. As bargaining units became industry-wide, the expression of conflict equally followed suit. Thus, in the 1970s, strike became much more frequent, longer lasting and involving more workers. This is a carryover of the previous period as inflation and oil wealth continued to ravage the economy. The size of employment had increased resulting from various attempts by the State to increase spending under the illusion of oil wealth. With improved material prosperity in the late 1970s, more conflicts were manifested.

In the 1980s and 1990s, strikes became less frequent reflecting State coercive strategies at putting industrial actions in safer channels by the use of the police (Fajana, 1992), and the occasional release of productivity, prices and incomes guidelines. By this time, it had become imperative to embark upon economic restructure to bail out the economy which decelerated during the beginning of the period. Strikes also became longer in duration and tended to involve more workers, a reflection of the industry-wide nature of bargaining units' sequel to the 1978 restructure of labour unions.

In the 2000s, the strikes based on issues of oil became national in scope because Nigeria adopted a kind of federalism in which the centre is over-strong, and the periphery (states, local governments administrations) were relatively weak on account of resources mobilised and controlled. The conflicts therefore became amenable to central organisation through the NLC, who inevitably carried its struggle to the governments where the decisions for control of resources are taken and where the bulk of state resources are controlled.

This strike trend continued from the period 2006 into 2020. Employment relations and wage determination in Nigeria witnessed a very huge season of strikes, especially in the wake of impasse on the 2018 minimum wage reviews.

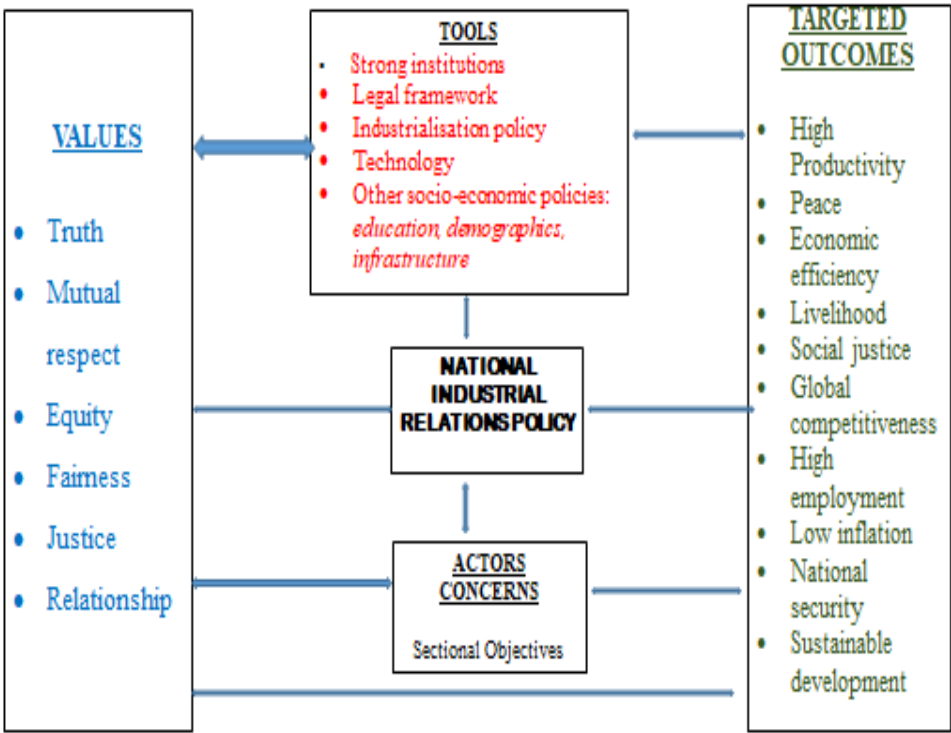
One major problem faced by workers is that governments regularly do not honour the agreements they make with trade unions to end strikes. As a result, workers have to go on strike again and again for the same set of demands to be implemented. This is particularly the case in the health and education sectors. When their demands are agreed on by the government, months later, there are barely any consequence when they are not implemented.

Consequently, these strikes have had adverse effects on the pace of industrial and national developments. This situation is partly due to the absence of a National Policy on Industrial Relations, which to a large extent would regulate the conduct of various actors within the industrial relations space in the country. Furthermore, the National Labour Advisory Council (NLAC) that was designed to regulate relations between the tripartite partners had become moribund on account of governments’ neglect. In effect, this policy document will provide the grund norm for the emergence of a new regime of good industrial relations practice in Nigeria.

1.3 Conceptual Framework

This policy adopts a framework, which recognizes that industrial relations take place within a system of values, tools for effectiveness, concerns of the actors and the targeted outcomes. Thus, the systems framework is adopted for the NIRP. This is represented graphically as follows:

FIG P1: FRAMEWORK OF AN INDUSTRIAL RELATIONS POLICY



Source: *Towards the Development of a National Industrial Relations Policy in Nigeria*”, by Sola Fajana, mimeo, International Labour Organisation, Abuja.

Figure 1 shows that the NIRP is facilitated by tools and strong institutions that are available within its contextual environment. In particular, the NIRP is partly dependent on extant policies that regulate the legal, technology, industrialisation, employment, educational, population and

infrastructural environments. The NIRP does not propose any change in the extant policies and laws, but takes them as contextual. Certain values must exist for the tripartite partners to jointly appreciate, imbibe and deploy such as, integrity, mutual respect, equity, fairness, justice, and relationships. The concerns of the actors may differ, but conflict is much more curtailed, and violence less likely to erupt when values are jointly accepted. In the outcome, the NIRP is expected to produce a high level of productivity, peace, economic efficiency, increased livelihood for the people, social justice, global competitiveness, high levels of employment, low levels of inflation, national security and sustainable development.

1.4 Philosophy

From its historical evolution, it is evident that a unique system of industrial relations has emerged in Nigeria, even in the absence of a nationally crafted policy on industrial relations. Restated, a critical feature of this unique model is the emergence of strong trade unions, even when the country is grappling with meaningful industrialisation as well as the difficulty of separating core labour issues from political disturbances, because of misinterpretations of labour actions. Also, the inability of the employers and trade union leaders for a long time to conduct industrial relations matters with deserved effectiveness, against the highly constraining environment created by colonial and post-colonial governments; hence the labour policy of 1975 that focused more on controlling trade unions for development efforts, leaving other actors' concerns inadequately attended to.

These features may remain sustained because industrialisation is yet to be carried to a satisfactory level. Some of the trade unions and employers still continue their seeming misunderstanding of their roles in the development process. The structure of ownership of industry has not changed. The political system has not matured to the extent that instability and thence inconsistencies of government policies can be forestalled. The State has so much motivation to sharpen its focus on the IR system. Hence, new national industrial relations (not just labour) policy is certainly requisite against the dynamics in the socio-economic milieu of the nation within the global context.

Unlike those countries where the conduct of industrial relations was initially left for private regulations by the parties concerned, the colonial era evolution and post-colonial activities of trade unions in Nigeria were self-effort by workers before the involvement of government of Nigeria with tremendous increase in the responsibilities it has assumed in recent years. The new philosophy of government is to accept that the values of equity, fairness and justice must drive the relationship among the parties while government as a regulator continues to pursue neutrality. The government of Nigeria therefore accepts a responsibility to ensure that all the tripartite partners are provided with a level playing ground in the management of industrial relations. In doing this, the lens of the decent work agenda conceptualized by the ILO will be employed to ensure all the parties commit to and are regulated to achieve decent wage structure, social dialogue, health and safety and social protection, among other indices of best practices in industrial relations.

1.5 Methodologies

The Federal Ministry of Labour and Employment (FMLE) in line with the above philosophy of the government, held a Stakeholders' meeting on the development and implementation of a National Policy on Industrial Relations in March 2018 at the Statement Hotel, Central Business Area, Abuja. At the meeting, the tripartite partners – Government, Workers and Employers unanimously agreed on the need for a National Policy on Industrial Relations, and on the need to hire a consultant for this process.

The International Labour Organisation (ILO), acting within its mandate which includes the promotion of best practices in industrial relations globally agreed to provide technical assistance to aid the process of developing Nigeria's National Industrial Relations Policy.

This Policy is therefore the product of consensus-building efforts of the tripartite partners in Nigeria's system of industrial relations with the technical assistance of the ILO. The partners are:

- i. the Federal Ministry of Labour and Employment (FMLE)
- ii. the Nigeria Labour Congress (NLC);
- iii. the Trade Union Congress of Nigeria (TUC); and
- iv. the Nigeria Employers' Consultative Association (NECA)

The adopted method of data collection and consensus building was a series of meetings and workshops, which held in Abuja as well as the six (6) geopolitical zones of Nigeria¹, aimed at:

- i. harvesting the concerns of the relevant parties;
- ii. determining the coverage and priorities of the national policy;
- iii. establishing the strategic objectives of the policy;
- iv. identifying the activities to drive the implementation
- v. setting up implementation and monitoring plan; and
- vi. validating the findings at every stage of the process.

The background document to this Policy is the review of archival and background information and preliminary survey reports, on the subject matter titled, '*Towards the Development of a National Industrial Relations Policy in Nigeria*', by Professor Sola Fajana, mimeo, International Labour Organisation, Abuja.

The ILO results-based management² (RBM) approach to strategic planning was adopted as methods for crafting the policy goals, outcomes, outputs and activities identified as crucial towards the implementation of this policy.

This Policy document is outlined as follows: the first section is devoted to the introduction of the overview, rationale, philosophy and methods of data collection and analysis; the second section addresses the Country context; the third section provides insights from a review of previous related policies; the alignment of the NIRP with the current development policy of government is presented in the fourth section; the scope and coverage of the NIRP are presented in the fifth section; the sixth section describes the identified concerns and their thematic presentation as policy objectives and strategies of the NIRP; the strategic goals adopted for achieving the NIRP objectives are articulated in the seventh section; implementation, monitoring and evaluation arrangements are detailed in sections eight and nine respectively; while a suggested implementation matrix is presented in the appendix.

2. COUNTRY CONTEXT

2.1 Socio-economic context

Nigeria is one of the most strategically endowed countries in Africa, on account of its huge population, natural resources and potentials. A new series of GDP figures were computed in 2013

¹ Abuja – Kubwa, SW Zone – Lagos, SE Zone – Enugu, NE Zone – Gombe, NW Zone – Kaduna, SS Zone – Port Harcourt, NC Zone – Mararaba,

² Source: <https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/results-based-management/lang-en/index.htm>

that utilized 2010, rather than the old series that utilized 1990 as benchmark. Impressive GDP figures were revealed under the new (2010) series. However, contrary to the remarkable GDP figures as rebased in 2013³, the country is one of Africa's poorest, with a long legacy of corruption, weak institutions, prolonged and violent industrial actions and poor and inconsistent economic management. To fight these problems, President Olusegun Obasanjo in 1989 introduced an all-inclusive course of reforms that included modules to control industrial actions, boost growth and reduce poverty.

Consequently in 2003 Nigeria implemented the National Economic Empowerment and Development Strategy (NEEDS)⁴, after long years of abandoning the post-independent national development planning frameworks in favour of evidence-based decision-making such as the ad-hoc poverty alleviation programmes (e.g. NAPEP, NAPEC). NEEDS was a wide-ranging set of reforms covering all aspects of the economy, including macroeconomic policy, government institutions, the private sector, and social policy (National Planning Commission, 2005). However, NEEDS turned out to be too ambitious given Nigeria's difficult circumstances (Fajana, 2005), and had little or no effect on the reduction of industrial conflict activities.

Since 2015, successive administration has adopted development planning policy labelled Economic Recovery and Growth Plan (ERGP) that waged a vigorous war on corruption, supported in principle by the tripartite partners. However, labour's dilemma remained to get the administration to pay more and effective attention to the rights disputes arising from jointly agreed provisions within the legitimate confines of employment relations.

In the wake of Covid-19 pandemic, the Government of Nigeria quickly responded within the ambit of the ERGP to devise the requisite adjustment to enable the economy to thrive. However, in December 2021, Government launched the National Development Plan 2021-2025 as a comprehensive response to diverse challenges that the country is facing. It is expected that the adopted National Development Plan (2021-2025), will address the issue of avoidable strike actions in Nigeria.

2.2 Structure of Industrial Relations in Nigeria

What are the roles being played by the major stakeholders in Nigeria's model of industrial relations? The Nigeria system of industrial relations is tripartite with labour, employers and the state playing a prominent role. The unions of workers and employers are registered under the Trade Union Act.

One of the legs of the tripartite structure is the trade unions. The evolution and current structure of trade unions is presented in Table 1. Note that Senior Staff Associations have been performing the roles of trade unions for years.

TABLE 1: STRUCTURE OF UNIONS: 1978 - 2024

Type of Union	1978	1986	1988	1990	1996	2021	2022	2023	2024
Industrial Unions	42	42	41	41	29	37	37	40	42
Senior Staff Associations	15	18	21	20	20	34	34	38	39
Employers' Associations	9	22	22	22	22	27	30	34	37

³ **Nigeria's rebasing**, which lifted its **GDP** from \$270 billion to \$510 billion in 2013, revealed not only that its **economy** surpassed South Africa's to become the largest in Africa, but that its share of sub-Saharan African **GDP** grew from 21.3 percent to 31.7 percent.

⁴ NEEDS has a local government and state level components LEEDS and SEEDS respectively.

ALL	66	82	84	83	71	98	101	112	118
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Source: Fajana, Sola (2006); Registrar of Trade Unions 2024.

In 1996, the Government assiduously worked with the unions to facilitate the process of amalgamation of overlapping industrial unions; thus, reducing the number from 41 to 29. However, in 2021, the structure was altered significantly having recorded a total of 42 unions under the umbrella of the Nigeria Labour Congress (NLC). Senior Staff Associations have also risen to a figure of 39 in 2024, some of which are under NLC, while others were under the umbrella of the Trade Union Congress of Nigeria (TUC). The significant improvement on the increased number of Industrial Unions, Senior Staff Associations and Employers' Unions is reflected on the table above. Organisations of workers have played a significant developmental role in Nigeria; making notable contributions in promoting and preserving the labour markets and overall interests of their members.

Another leg of the tripartite structure is employers and their associations. The unionisation of employers in Nigeria became stronger in the aftermath of the 1975 reforms. Employers' Associations, which are also industry-based, serve both labour market and infrastructural roles. The Nigeria Employers' Consultative Association (NECA) is the umbrella organization of employers in the Organised Private Sector in Nigeria. It was formed in 1957 to provide the forum for the government to consult with private sector employers on socio-economic and labour policy issues. NECA provides a platform for private sector employers to interact with the government, labour, communities and other relevant institutions in and outside Nigeria for the purpose of promoting harmonious business environment that will engender productivity and prosperity for the benefit of all. NECA is not a trade union, but a dynamic and highly respected professional body registered under the Company and Allied Matters Act 1990 (See the list of the registered Trade Unions, Senior Staff Associations, Employers' Associations and Labour Centres in appendix I).

The third leg in the tripartite structure is the Government. The role of Government includes supervision and regulation of the entire system of trade unions, employers' associations, conflict management, employment, labour standards and social protection. This role of government is sufficiently escalated as labour is on the exclusive legislative list of the constitution of the Federal Republic of Nigeria 1999 (as amended). Thus, the Federal Government reserves exclusive jurisdiction over labour administration.

Nigeria is structurally divided into 36 states, a Federal Capital Territory, and 774 local governments with a presidential system of political administration. Currently, the placement of labour matters on the exclusive legislative list strengthens the stature of the Federal Government in industrial relations policies. Resource distribution between the federal and state units is also centre-biased. The process of labour legislation, like most law-making processes, is hitherto largely non-inclusive as public debates of Bills at the national assembly are very uncommon. This tendency has been with the country since colonial times, although the situation is now improving.

In section 3, we attempt to evaluate the impact of the old and current industrial relations philosophies and or policies of the government of Nigeria, with the aim of drawing out some lessons learnt.

3. LESSONS LEARNT FROM PREVIOUS LABOUR POLICIES & INTERVENTIONS

Nigeria's system of industrial relations has evolved in a unique way. Unlike countries of the West where significant industrialization and meaningful economic growth preceded the emergence of trade unions, Nigeria's trade unions emerged through the period of colonialism as politically conscious institutions even before the nation had achieved any meaningful industrialization. At any rate, a rigorous national policy on industrial relations was 'absent'. Rather, colonial and post-colonial governments toyed or experimented with a number of philosophies or 'policies' to guide industrial and employment relations in the country, notably:

- i. The Anglo-Saxon model based on Voluntarism, especially during the colonial period. The purpose was to allow foreign businesses extract resources for the benefit of imperialist expansion.
- ii. Principle of Limited Intervention and Guided Democracy, during the military epoch as initiated by the Muritala Mohammed administration, and conveniently sustained by subsequent military administrations. The purpose was to put the trade unions, who have attained tremendous strength through organising class power, into safe channels to minimise distractions, which may erode the legitimacy of the military to govern; and
- iii. A variant of the Principle of Limited Intervention and Guided Democracy which emerged since the Fourth Republic, with the purpose of facilitating competitiveness of Nigerian industry in a period of increasing globalisation, attracting Foreign Direct Investment (FDI) by making easier the process of doing business in Nigeria, including the establishment of export processing zones and free trade areas where employees' freedom of association is curtailed.

The principle of limited intervention and guided democracy was driven by legislative, executive, and judicial forces. The following were the policy objectives:

- a) To give a new sense of direction and new image to the Trade Union Movement;
- b) To remove ideological or external influences on Nigerian Trade Union unity;
- c) To restructure Trade Unions to ensure that they are self-sufficient financially and not dependent on foreign sources of finance;
- d) To provide facilities for Trade Union education;
- e) To strengthen the labour administration; and
- f) The continued support of the principles and objectives of the ILO and the Organization of African Trade Union Unity (OATUU).

These objectives were achieved to a great extent. Notwithstanding these achievements, the policy was a labour policy, rather than an industrial relations policy. Industrial relations policy deals with the investigation of labour-management relationship on a larger or macro scale, while labour policy is required for the maintaining of industrial peace and welfare of the workers. This lacuna is being filled by this Policy document. The sense of ownership of the NIRP by all the tripartite partners is duly secured. This commitment is logically anticipated because this Policy emerged from the consensus of the tripartite partners.

4. ALIGNMENT OF NIRP OBJECTIVES WITH NATIONAL AND GLOBAL DEVELOPMENT FRAMEWORKS

A number of documents provide a rich background to this Policy: the 1999 Constitution of the Federal Republic of Nigeria; the Economic Recovery and Growth Plan (ERGP), which expired in

2020, the interim framework adopted as a response to Covid-19 pandemic, named Economic Sustainability Plan (ESP), and the Development Plan 2021-2025, which was launched in December 2021, as well as the Sustainable Development Goals of the United Nations.

The major adopted planning framework under the Muhammadu Buhari government is ERGP, and successive administration may come with new policy. The vision of the ERGP is the sustenance of inclusive growth. There is an urgent need as a nation to drive a structural economic transformation with an emphasis on improving both public and private sector efficiency. This is aimed at increasing national productivity and achieving sustainable diversification of production, to significantly grow the economy and achieve maximum welfare for the citizens, beginning with food and energy security. This Plan is a pointer to the type of Nigeria that the people desire in the short to medium-term, and encourages the use of science, technology and innovation to drive growth. It also provides a blueprint for the type of foundation that needs to be laid for future generations, and focuses on building the capabilities of the youth of Nigeria to be able to take the country into the future.

As a follow-up to the ERGP, there is the National Development Plan (NDP), 2021 – 2025, a blueprint designed to unlock the country's potentials in all sectors of the economy for a sustainable, holistic and inclusive national development. The Plan emerged after ERGP 2017-2020 that elapsed in December 2020. The vision of the NDP, 2021-2025 is consistent with the pursuit of socio-economic transformation of our country as envisioned in the long-term aspiration of Nigeria, encapsulated in the Nigeria Agenda 2050. The Plan also builds on the achievements and lessons learned during the implementation of the ERGP (Federal Ministry of Finance, Budget and National Planning, 2021).

The following are the principles that have driven the thinking and the development of the ERGP and the NDP:

Focus on tackling constraints to growth. Economic growth in Nigeria faces various supply constraints including fuel, power, foreign exchange, and business unfriendly regulations. In addition, there is a shortage of requisite skills and appropriate technology necessary to drive growth. The ERGP focuses on overcoming and resolving these challenges. The criticality of skills for graduates of Nigeria's educational system has been demonstrated as a facilitator of employment and employability. Similarly, prolonged and unproductive negotiations between the tripartite partners can be minimised if the parties are skilful negotiators.

Leverage the power of the Private Sector. Economic recovery and transformative growth cannot be achieved by the government alone. It is essential to harness the dynamism of business and the entrepreneurial nature of Nigerians, from the MSMEs to the large domestic and multinational corporations to achieve the objectives of the ERGP. The ERGP prioritizes the provision of a more business friendly economic environment. It is suspected that the incidence of policies such as export and industrial free zones, where union rights are hedged was an attempt to create a safe and friendly economic milieu for private industry to thrive. The degree of desirability or expediency of such policies may diminish if a national industrial relations policy exists to sanitise employment relationships and enhance the realisation of the industrial relations objectives of private sector employers and their employees.

Promote national cohesion and social inclusion. Nigerians are the ultimate beneficiaries of more inclusive growth and therefore, the initiatives set out in this ERGP are aimed at ensuring social inclusion and the strengthening of national cohesion. A functional industrial relations policy will enhance the outcome that diversity and inclusion management objectives seek to achieve.

Allow markets to function. The ERGP recognizes the power of markets to drive optimal behaviour among market participants. The Plan prioritises the use of the market as a means of resource allocation, where appropriate. However, the Plan also recognises the need to strengthen regulatory oversight to minimise market abuse. A NIRP covers and regulates all the tripartite partners. Thus, it is anticipated that abuses and exploitation of workers by private industry would be minimal with the existence and deployment of an industrial relations policy.

Uphold core values. The ERGP is rooted in the core values that define the Nigerian society as enshrined in the 1999 Constitution of the Federal Republic of Nigeria (as amended), notably discipline, integrity, dignity of labour, social justice, religious tolerance, self-reliance and patriotism. It requires all citizens and stakeholders to adhere to these principles.

Government's policy response to COVID-19 pandemic. It is observed that Covid-19 pandemic came up in February 2020 at the targeted expiry of ERGP. A modification of ERGP was quickly adopted as a short-term measure to consistently guide the recovery of the economy in and out of the pandemic. It was tagged Economic Sustainability Plan (ESP). This executive response to a pandemic aimed at obtaining the best deal for the majority of the people, which again is in sync with the objectives of an industrial relations policy

Against the backdrop of this vision and principles, the current effort at firming up a national industrial relations policy for Nigeria is consistent with the ideals of the current national development framework. Specifically, the concerns and values captured in the NIRP are the same with the core values of the ERGP. As conceptualised in section one of this Policy, the following values, which also resonate in ERGP/ESP, are recognised as critical success values for an industrial relations policy:

- a. Truth
- b. Mutual respect
- c. Equity
- d. Fairness
- e. Justice
- f. Relationship

Further support is provided in the 1999 Constitution of the Federal Republic of Nigeria (as ammended). The constitutional core values of Nigeria are contained in Chapter Two – the Fundamental Objectives and Directive Principles of State Policy. Chapter Two states the social objectives relating to work and value of labour clearly, and among others provides for:

- a. the opportunity for securing adequate means of livelihood as well as adequate opportunity to secure suitable employment;
- b. conditions of work are just and humane, and that there are adequate facilities for leisure, social, religious and cultural life;
- c. the health, safety and welfare of all persons in employment are safeguarded and not endangered or abused;
- d. there are adequate medical and health facilities for all persons;
- e. there is equal pay for work of equal value without discrimination on account of sex, or on any other ground whatsoever;
- f. vulnerable (children, young persons, the aged etc) are protected against any exploitation whatsoever; (Kindly see if this will go with the provision of the constitution;

- g. against moral and material neglect, provision is made for public assistance in deserving cases or other conditions of need; and
- h. the evolution and promotion of family life is encouraged.

The above-mentioned provisions are indicative of the following values to wit, livelihood, freedom, trust, integrity, discipline, decent work, equity, fairness and social justice.

It is also observed that the NIRP is consistent with the espoused goals of the Sustainable Development Goals (SDG) of the United Nations, and the commitment of the Government of Nigeria to it.

Specifically, Goal Numbers 1, 2, 3, 4, 5, 8, 10, 16 and 17 are significantly and potentially impacted by this Policy. A summary of the anticipatory impact of this Policy on the SDGs is attempted in Table 2.

Table 2: Selected SDGS that would be Impacted by the Proposed NIRP

SDG No	Goals	National Efforts	National Deficit/ Hindrances	Potential Impact Of This Proposed Policy
1	NO POVERTY	Pockets of attempts to reduce poverty	Inability to attain reduction in poverty profile by 50 percent from 1975 to 2015	NIRP would enhance Job security. Employability increases. Social protection is assured
2	NO HUNGER	Attempts at agricultural revolution	Efforts hampered by illegal land grabbing, insecurity, insurgency, strike actions, herders-farmers clashes, access to good roads etc.	Industrial peace via NIRP leads to productivity and improved livelihood for workers and pensioners.
3	GOOD HEALTH AND WELL-BEING	National Health Insurance Scheme (NHIS) 2004; Employee Compensation Act (2010)	Massive emigration of health personnel. Poor wellbeing of the Health Sector, Inadequate health infrastructure and equipment. Sustained medical tourism by elites. Unfettered violent and prolonged strikes, limited scope and coverage of NHIS.	Health Sector strikes are minimised through NIRP and will contribute to increase in job and income satisfaction among workers. Industrial Peace is enhanced through NIRP.
4	QUALITY EDUCATION	Increase of access through establishment of educational institutions, especially private universities	Access to education is largely closed on account of affordability issues. State funding continues below the UNESCO prescription. The incidence of inadequate graduate	Academic and Non-Academic Staff strikes are minimised through NIRP as job and income satisfaction increased. Quality of graduates improved.

			skills and teachers' strikes. Poor infrastructure. Poor and obsolete curricula.	Industrial relations harmony and practice will endure towards quality education.
5	GENDER EQUALITY/ EQUITY	Top appointment of women and youths in leadership is looking up.	Welfare of senior citizens are ignored. Increasing tension between demographic generations (Baby Boomers, Gen X, Y, Z). There is deficit of welfare provision for senior citizens, women and youths.	Gender imbalance in terms and conditions of employment are minimised resulting from effective NIRP
7	ACCESS TO AFFORDABLE, RELIABLE, SUSTAINABLE AND MODERN ENERGY FOR ALL.	Prioritising improved, accessible, affordable, reliable, sustainable modern energy for improved industrialisation and productivity.	Poor energy policies, epileptic and high cost of power supply, corruption in the power sector, over-dependent on petroleum products.	Encourage foreign investor, Improved productivity, Improved production, Improvement the growth of informal economy
8	DECENT WORK AND ECONOMIC GROWTH	Government partnered with the ILO to write the DWCP2. But government had not been able to access the financial assistance provided in the DWCPs	Living wage principles are not faithfully implemented. Labour administration remained at an infancy. Social protection is not fully assured. Absence of NIRP.	Effective NIRP helps to curtail Migrant workers abuse. Improved labour administration and social protection; Sanctity of pension funds administration; and Sanctity of Collective Agreements are other benefits of NIRP.
10	REDUCED INEQUALITY	Spatial efforts are being made to reduce inequalities.	Fear of insufficiency of national resources increases tension among different segments of society explaining some incidence of workers strikes and ethnic uprising.	NIRP promotes Equitable terms and conditions of employment to reduce inequality

			Uneven distributions of national resources.	
13	URGENT ACTION TO COMBAT CLIMATE CHANGE AND ITS IMPACTS.	The Ministry of the Environment and other governmental agencies are working towards its achievement.	Awareness level and its impacts on the economy is low. Informal economy operators are not educated as to combating it.	Conducive environment for business, human and other entrepreneur. Increased productivity.-
16	PEACE, JUSTICE AND STRONG INSTITUTIONS	Constitutional institutions of governance are well-established. Legal framework for registered Trade Unions are well-established.	Many institutions of government remain weak and require both institutional and financial support. Industrial relations institutions are also evolving. Poor enforcements of legal frameworks and laws.	NIRP will engender peace and security in the Labour Sector. Good industrial relations promoted through social dialogue supported by NIRP.
17	PARTNERSHIP FOR THE GOALS	Regional and international collaborative attempts are being made.	Threats to continental and global peace weakens ILO objectives, ECOWAS, AfCFTA, and other pan-African/International Organisations	The collaboration with the ILO may bring in UN and other Agencies to fund the NIRP

Source: Adapted and updated from Fajana (2019).

5. THE CONTENT OF THE NATIONAL INDUSTRIAL RELATIONS POLICY

Industrial relations is a wide and dynamic subject. Several issues emerge that have grave consequences for the structuring of relationship between employers and employees. For convenience, the scope of industrial relations has been described elsewhere as several and joint experiences of the tripartite partners before, during and after employment. Recognising the spheres of influence in terms of the individual level, the organisational, the industrial, national and global levels, the huge gamut of issues that qualify as elements of industrial relations is better imagined than enumerated. There is also the incidence of conflicts in non-unionised workplaces and how the parties manage their workplace relationships.

Against the backdrop of the above, the tripartite partners were requested in organised zonal focal group discussions to identify issues of concern which they adjudged as sufficiently critical to be reflected and provided for in a national industrial relations policy. The identified priorities and resultant perspectives were grouped into (i) traditional and (ii) contemporary issues.

5.1 Traditional Issues

The following matters were listed by the interviewed tripartite partners:

- i. Trade union formation, registration and recognition;
- ii. Jurisdictional scope of trade unions;
- iii. Collective bargaining and social dialogue;
- iv. Workers' participation and industrial governance;
- v. Employment and employee relations;
- vi. Working arrangement, hours of work and pay;
- vii. Gratuity and transitional issues involving pension reforms; and
- viii. Harmonization of terms and conditions of work for contract, casual, outsourced and regular staff.

It is noted that this list resembles what the tripartite partners have been occupied with as the predominant issues in industrial relations.

5.2 Contemporary Issues

The following contemporary issues came up from the same focal group discussions with the tripartite partners:

- i. Assimilation and regulation of informal labour;
- ii. Extension of social protection such as workplace accidents, loss of employment benefits, health benefits, housing benefits, retraining, reskilling and upskilling benefits in both formal and informal economy;
- iii. Precarious employment and other forms of atypical employment;
- iv. Non-unionisation of evolving sectors and de-unionisation of existing industries;
- v. Climate change, occupational health and safety;
- vi. Force majeure e.g. future pandemic;
- vii. Globalization and the impact of technology and social media;
- viii. Remote working and industrial relations implication;
- ix. The future of work;
- x. Workplace practices that impact on industrial relations;
- xi. Gender, diversity, equality and inclusivity, and
- xii. Entrepreneurial and vocational training curricula and implications for industrial relations.

The foregoing lists, both traditional and contemporary, reflect the dynamic nature of industrial relationship. It goes to underscore the necessity for a NIRP, which would comprehensively address both traditional or recurring issues as well as those matters, which are not anticipated, but which do occur. For policy longevity and adaptation to future changes, tripartite partners can submit suggestions, observations or introduce new ideas and issues for regular review and updates of the policy.

6. THEMES AND POLICY OBJECTIVES OF THE NIRP

This section examines the main themes of the National Industrial Relations Policy, and the policy objectives. Thirteen (13) themes were identified from the list of traditional and contemporary concerns expressed by the tripartite partners. These themes are:

6.1 Labour Laws and Regulatory Framework

The Nigerian Constitution provides the right to lawful association and for workers to form or belong to trade unions. This is to be found in section (40) of the 1999 Constitution (as amended). The Trade Union Ordinance of 1938 which became effective 1st April, 1939 gave legal backing for the unionization of workers in Nigeria. Labour laws and regulatory framework regulating industrial relations and collective bargaining in Nigeria are the Wages Boards and Industrial Councils Act, 1973; Trade Unions Act, 1973, Labour Act, 1974; Trade Disputes Act, 1976; Factories Act, 1987; Workmen's Compensation Act, 1987 and all subsequent amendments including the Pension Reforms Act, 2004; Trade Unions Amendment Act (2005); National Industrial Court Act 2006; Employee Compensation Act, 2010; Pension Reforms Act 2014, National Minimum Wage Act, 2019; as well as ILO Conventions. To provide a more comprehensive framework for the contemporary issues, Government is currently making efforts to review some of the extant laws.

Objective 1: to ensure that all municipal industrial relations regulations and laws enacted in the country are appropriate and enforced; and towards creating a peaceful and productive industrial relations climate and the promotion of ultimate national development.

- 1.1 Labour laws shall be comprehensively revised and (re)enacted and aligned with national economic Blueprint.
- 1.2 Key actors in the implementation of International Labour Standards (ILS), such as Labour Officers, Judges, Legislators, Journalists, Labour Law Professors, etc. shall be encouraged, adequately equipped and trained by appropriate government agencies, ILO and Tripartite partners.

Objective 2: to ensure that all relevant International Labour Conventions are ratified by the Federal Government.

- 2.1 The Federal Government shall ensure that relevant ILO conventions are ratified and domesticated.
- 2.2 The Federal Government and other ILO tripartite constituents shall enforce ratified standards.
- 2.3 Key actors in the implementation of ILS, such as Labour Officers, Judges, Legislators, Journalists, Labour Law Professors, etc. shall be trained by the Federal Government.

Objective 3: to encourage adequate and wide dissemination of the laws and regulations, code of conduct, and other relevant information to potential beneficiaries towards the minimization of industrial actions.

- 3.1 Government shall be involved in training Labour Officers in Industrial Relations. Other organisations both in the Private and Public Sectors should be encouraged to train their staff.
- 3.2 The NIRP shall be shared to stakeholders and general public for their enlightenment

Objective 4: to ensure that government is involved in promoting the use of collective bargaining institutions and framework towards minimising industrial actions.

- 4.1 There should be clear statement of Government policy and vision on the issues

- 4.2 Government shall promote freedom of association among workers, their union activities without supporting proliferation of Trade Unions
- 4.3 Government shall institute machinery for the implementations of the NIRP.
- 4.4 There should be sanctions and strengthening of sanctions against violation.

6.2 Social Dialogue & Social Concertation

Social dialogue is at the heart of industrial relations. Social dialogue is key to ensuring peaceful relationship among the actors in industrial relations. The establishment of the National Labour Advisory Council (NLAC) as a tripartite structure for the formulation and review of industrial relations policies is in realisation of the State's objective of ensuring social dialogue in the conduct of industrial relations in Nigeria.

Objective 1: to ensure that the NLAC is allowed to play its role effectively as the flagship burden bearer and clearing house for industrial relations issues in Nigeria

- 1.1 The FMLE shall provide a code of conduct to assist the NLAC members.
- 1.2 The FMLE shall re-institutionalise and provide the operational framework for the NLAC.

Objective 2: to strengthen the capacity of the tripartite partners, industrial relations institutions and agencies to execute their individual and joint mandates whilst complying with the extant regulations and fast-tracking quick resolution of industrial disputes.

- 2.1 The FMLE shall build the capacity of the tripartite partners for the strict adherence to the provisions of labour laws.
- 2.2 The operational efficiency and strengthened capacity of FMLE and tripartite partners shall be built for improved service delivery.
- 2.3 The tripartite partners shall invest in their employees' competency training in ICT and other important area of deployment for service delivery in a post-digital and post-COVID-19 world.

Objective 3: to ensure that social dialogue is embraced by all stakeholders to manage their interactions as well as conflict at all times.

- 3.1 The FMLE shall hold regular town hall meetings among union, management and workers.
- 3.2 The tripartite partners shall deploy alternative disputes resolution techniques where necessary.
- 3.3 The FMLE shall develop enforcement strategy that will enhance and sustain compliance with the extant labour laws.
- 3.4 The FMLE shall coordinate the revision of sanctions to deter impunity associated with breach of the extant labour laws.
- 3.5 The FMLE shall establish an Industrial Relations forum in all the six (6) geo-political zones under the supervision of the Zonal Directors.
- 3.6 Development of digital platforms for communication and information-sharing among tripartite partners should be encouraged, to streamline interactions and improve access to information. He FMLE shall encourage the development of digital platforms for communication and information-sharing among tripartite partners, to streamline interactions and improve access to information.

Objective 4: to ensure that all existing policies on social dialogue are harmonised

- 4.1 The FMLE shall coordinate, assemble and publish all existing policies on social dialogue, and avail the tripartite partners such information for the purpose of extending knowledge of available best practices.
- 4.2 The FMLE shall strengthen social dialogue processes and review the list on social dialogue policies from time to time.
- 4.3 NLAC engagements should be compartmentalized into key sectors of the economy and representatives of labour assigned to interface from time to time on those concerns

6.3 Trade Unions and Employers' Organizations

Only registered trade unions of workers and employers are granted the rights under Nigerian industrial relations laws to negotiate terms and conditions of employment on behalf of their members. Federation of Trade Unions, such as the Nigeria Labour Congress (NLC) and the Trade Union Congress of Nigeria (TUC) can have affiliates. At the industry level, employers' and workers' organizations are involved in collective bargaining. Also, the Federation of Trade Unions and Employers' Associations represent their affiliates on labour related issues. This structure is adopted so as to ensure that at all levels, the interests of workers and employers can be pursued, promoted and secured with minimum resort to open conflicts.

Objective 1: to ensure that Trade Unions promote the welfare of their members and the Employers' Associations pursue their business interests without hurting the national economy.

- 1.1 The FMLE shall encourage capacity building for trade unions and employers' organisations.
- 1.2 The FMLE shall endeavour to increase the capacity of unions and employers for leadership roles that recognise diversity and democracy within their organisations.
- 1.3 Trade unions and employers' associations shall increase the flow of operational information to their members and staff (respectively) and avoid unfair labour practices.
- 1.4 Trade Unions and Employers' Associations should promote internal democracy.

Objective 2: to ensure that workers, employers, trade unions and labour officers respond accurately and appropriately to global technological and demographic trends in fashioning approaches to the management of industrial relations and human resource management in their respective domains within the context and aftermath of COVID-19.

- 2.1 The FMLE shall endeavour to increase the capacity of employers (through NECA) on human resource practices and trending issues
- 2.2 The FMLE shall endeavour to increase the capacity of workers (through trade union organisations) on human resource practices and trending issues
- 2.3 The tripartite partners shall endeavour to adopt and adapt new technologies that would enhance their professional service to their members

Objective 3: to strengthen the capacity of the tripartite partners to encourage compliance with extant laws and adhere strictly to the rights of trade unions and employers to promote best practices of industrial relations.

- 3.1 Trade unions and employers shall disseminate the NIRP to their respective members
- 3.2 Trade unions and employers shall build membership capacity for the strict adherence to the provisions of labour and industrial relations laws
- 3.3 Trade unions and employers shall seek regular and free consultation with the FMLE on good industrial relations policies and best practices

Objective 4: to ensure that labour officers, trade unions and management recognise and respect the jurisdictional scope of trade unions as provided by law.

- 4.1 The tripartite partners shall respect the trade union law and its provisions on union registration, recognition, and proscription
- 4.2 The respective Ministries, Department and Agencies (MDAs) shall be encouraged to train tripartite partners on their rights, duties, responsibilities and limitations as industrial relations actors.

6.4 Sectoral Pay Differentials and Equitable Salary Structure

Public sectors' pay (including living wage) and pensions have been abysmally lower than what obtains in the private sector. This situation has affected negatively the attraction, retention and motivation of public sector employees towards higher performance. The experience with pension administration has been less than expected, even with the defined contribution approach. The pay disparity accounts for a sizeable portion of the industrial conflict in the public and private sectors.

Objective 1: to ensure that pay differentials between the public and private sectors are minimised.

- 1.1 The FMLE working with other relevant agencies of government shall review pay policies with a view to minimising inter-sectoral differentials.
- 1.2 The FMLE in collaboration with other government agencies shall align and adopt the desirable number of pay structures in the Public Sector as regulated by the national minimum wage law.
- 1.3 Government shall encourage pay differentials in the Private Sector subject to the ability of organisations to pay.
- 1.4 Government shall reactivate the provisions of the Wages Board and Industrial Councils Act, (1974) regarding the establishment of the National Joint Industrial Council (NJIC) to address the issue of pay disparity.
- 1.5 Government should be allowed to negotiate issues of National Minimum Wage with its tripartite partners.
- 1.6 The benchmark determined at the NJIC level will be applicable to all the States and FCT.

Objective 2: to ensure that pension administration is satisfactory to the stakeholders, with regards to adequate provision for terminal benefits.

- 2.1 The Federal Ministry of Finance, FMLE, Accountant General of the Federation, Budget Office of the Federation NSIWC and PENCOM shall ensure the prompt liquidation of outstanding redemption fund and ensure prompt releases of subsequent years to enable pensioners earn pension within one month of retirement.

- 2.2 The FMLE and the Accountant General of the Federation shall ensure prompt remittance and payment of pension deducted in the Public Sector.
- 2.3 The FMLE and PENCOM shall ensure prompt remittance and payment of pension deducted in the Private Sector.
- 2.4 The FMLE and PENCOM shall ensure prompt and adequate payment of gratuity and pensions to retirees devoid of any unnecessary administrative bottlenecks.
- 2.5 The Pension Fund Administrators (PFAs) and Pension Funds Custodians (PFCs) shall provide adequate feedback to each contributor for the purpose of guaranteeing the security of their funds in their custody.
- 2.6 The relevant Pension Act(s) should be strictly adhered to, to ensure compliance in both Public and Private Sectors.

Objective 3: to ensure that jobs of equal worth are paid equally to achieve parity in salary structure and thus minimize multiple salary structure within MDAs of the Public sector and in the Private sector.

- 3.1 The FMLE shall ensure that jobs are priced according to their relative worth through the point method of job evaluation or any other method that guarantees equity and fairness
- 3.2 Government shall ensure harmonised payment of wages for people of the same sector having similar payment range

Objective 4: To transform wage determination from statutory national negotiation to automatic indexation with the rate of inflation so as to minimise the effect which sparks off inflationary trends and further instigates strike actions.

- 4.1 The FMLE shall introduce measures to ensure automatic indexation of wages in response to inflationary trends.
- 4.2 The FMLE shall ensure periodic review of national minimum wage in response to inflationary trends.

6.5 Labour Administration and Inspection

Labour administration is concerned with ensuring that workers obtain decent and productive work in conditions of freedom, equity, security and human dignity. Labour administration focuses on decent work and working conditions, wages, safety at work, social security, labour inspection and the working environment, national employment policy, unemployment insurance schemes, vocational guidelines, employment services, information gathering and research, information dissemination, collective bargaining as well as settlement of disputes. The essence of labour administration is to ensure good governance in employment relationship through the adoption of tripartism and social dialogue as well as fair policies and laws. Labour administration is the responsibility of the Federal Ministry of Labour and Employment. Other Government Organisations that have some roles in labour administration in Nigeria are: The NDE, IAP, NICN, NPC, the National Manpower Board (NMB), and the NSIWC.

Objective 1: to ensure effective enforcement of labour standards by the Federal Ministry of Labour and Employment in Nigeria

- 1.1 The FMLE shall create adequate labour offices in MDAs, States and geo-political zones of Nigeria
- 1.2 The FMLE shall integrate inspections and monitoring of labour conditions in all industries

- 1.3 There shall be statutory allocation of budget resources to labour inspections of FMLE and office of the Registrar of Trade Union (RTU).
- 1.4 The FMLE shall conduct social impact assessment of all public policies on industrial and employment relations.
- 1.5 The FMLE shall periodically audit third party Labour Contractors through Labour Inspections as provided for in the Code of Conduct for private employment Agencies, 2021 and other statutory labour laws.
- 1.6 Authorised Labour Officers shall be empowered to enforce sanctions.
- 1.7 Hazards, special incentives and allowances should be paid to Labour Officers by the Government.
- 1.8 The FMLE shall review sanctions for breach of the law from time to time.
- 1.8 Shop floor Trade Unions shall be encouraged to monitor employment processes and report to FMLE.

Objective 2: to ensure sustainable funding of factory inspection programmes

- 2.1 The Federal Government shall make adequate fiscal provisions to enhance the work of labour officers and inspector of factories.

6.6 Collective Bargaining

In spite of Nigeria's commitment to the ILO Conventions 87 of 1948 and 98 of 1949 which provided for the freedom of association and the right of workers to organize and bargain collectively, bargaining in the Nigerian public sector is fraught with some challenges.

Objective 1: to ensure that collective bargaining is given its pride of place in the public and private sectors

- 1.1 The FMLE shall provide a repository for all collective agreements and make this available to all accredited stakeholders within the provision of the law.

Objective 2: to simplify the collective bargaining process and to encourage compliance by the tripartite partners towards improved industrial relations and reduced industrial unrest.

- 2.1 Government should create a well-structured bargaining process in both the Private and Public Sectors.
- 2.2 The tripartite partners shall disseminate the NIRP to their constituencies in the language that ensure massive understanding of its provisions for the conduct of good industrial relations.

Objective 3: to strengthen the capacity of the tripartite partners to instigate respect for the sanctity of collective agreements, terms and conditions of employment and other employment related agreements.

- 3.1 The FMLE shall encourage the education and training of the tripartite partners through MINILS and other accredited tertiary and professional institutions for labour and employment relations.

6.7 Industrial Conflict and Management

Strikes and other forms of industrial actions have become rife in Nigeria. Strikes, however, remain the most overt manifestation of industrial conflict. Most strikes happen at the instance of government and private employers' violation of CBAs. The various industrial actions have dire consequences on the actors in industrial relations and the wider society in Nigeria.

Objective 1: to speed up the progress of workplace conflict resolution by encouraging the adoption of alternative dispute settlement processes by trade unions and employers.

- 1.1 The tripartite partners shall endeavour to deploy collective bargaining for all disputes of rights and interest in accordance with the law.
- 1.2 The FMLE shall encourage private employment agencies under the umbrella of Employers Association for Private Employment Agencies of Nigeria to encourage workers' rights of freedom of association and collective bargaining as indicated in Principle 7 (7.1, and 7.7) and 11 of the Code of Conduct for Private Employment Agencies 2021. However, the tripartite partners shall employ other forms of social dialogue where a trade union does not exist, such as deputation, joint consultation and all forms of communication, in print and electronics, provided all forms of abuse shall be avoided.
- 1.3 The tripartite partners shall endeavour to deploy alternative disputes resolution mechanisms that are mutually acceptable to all parties.

Objective 2: to ensure that strikes and lockouts are used responsibly.

- 2.1 The tripartite partners shall deploy strikes and lockouts only in conformity with the industrial relations and employment laws.
- 2.2 The tripartite partners shall adhere strictly to the disputes settlement procedures stipulated in the extant laws.
- 2.3 Parties are expected to abide by due processes and statutory provisions on Trade Dispute resolutions.

Objective 3: to ensure that unfair labour practices are avoided by the tripartite partners,

- 3.1 A worker's employment shall not be terminated at will, without reasons.
- 3.2 Government shall ensure that the police shall not be deployed to curtail legitimate workers actions and rights, except when the security of the actors and the nation is threatened, in accordance with the law.
- 3.3 The tripartite partners shall not infringe on each other's rights in the normal course of their duties.
- 3.4 The tripartite partners shall respect the rule of law and adhere to orders by competent courts of law.
- 3.5 Government shall lead in compliance with court orders and signed Collective Agreements.

6.8 Informal Economy and Employment Relations

The informal sector/economy remains unregulated with adverse violations of workers' rights. One of the roles of labour administration is to promote social dialogue institutions and to initiate the tripartite negotiations with unions and advocacy groups for informal workers. The establishment of

the Federation of Informal Workers' Organisation of Nigeria (FIWON) in 2011 is a welcome development in this regard.

Objective 1: to ensure that the State, employers, trade unions and labour officers extend protection to the informal economy operators in their respective workplaces.

- 1.1 The stakeholders shall publish the NIRP in selected local languages to ensure that a vast number of informal economy operators understand their labour and employment rights and how to ask for these rights
- 1.2 The FMLE shall deploy Labour Officers and Factory Inspectors to States, Zones and other workplaces with adequate logistics to oversee the labour conditions in the informal economic activities, and ensure minimum employment relations rights to workers and employers in the informal economy; viz freedom of association and collective bargaining, safety and health, and avoidance of unfair labour practices, etc.

6.9 Job Security and Social Protection

Fear of job and income loss remains a potent explanation of open industrial conflict in Nigeria. Often, the fear of union leaders is that the employers would take vengeful actions against them because of their roles in pursuing the interests of their members. When faced with unfavourable situations in their business cycles, some employers are inclined to lay off staff. For all these employers' actions, the vulnerability of the worker and the union leader is accentuated. In precarious employment (typical of third party labour contractors, outsourcing, part-time work, undocumented migrants), the livelihood of the worker is even more in jeopardy.

Social protection as defined by the UNRISD, is concerned with preventing, managing, and overcoming situations that adversely affect people's wellbeing. The NIRP is poised to remedy some of the vulnerabilities arising from joblessness or the fear of it by adopting the following objectives and strategies.

Objective 1: to ensure that job losses are minimised and adequately compensated by the employers to promote security of jobs and income.

- 1.1 The tripartite partners shall jointly discuss a situation of deceleration in the business fortune and establish that it amounts to a redundancy, and discuss the terms of managing the situation, in accordance with the extant laws.
- 1.2 The tripartite partners shall not mischievously or fraudulently or deliberately transform a situation of redundancy to another form of exiting a worker.

Objective 2: to ensure that employees enjoy a good level of social protection offered by the Government to minimise industrial unrest and national insecurity.

- 2.1 The Federal Government shall make available to workers, who are on a pension scheme access to a designated proportion of their retirement savings account pending the success of job search.

6.10: Gender, Diversity, Equality and Inclusivity

Equal opportunity recruitment practices support gender goals and sustainable development and growth. There exists also persistence gender disparity in the terms and conditions of employment across industries. Often, terms of agreement in the condition of service are inexplicit, couched in ambiguity leading to the deceit of ill-informed staff at the point of entry. Women are sometimes precluded from having access to opportunities which are availed to men. Factories and business premises are not constructed to be fair to physically challenged persons. These conundrums will be minimised through the adoption of the following objectives and strategies:

Objective 1: to ensure the guarantee of equal opportunities to all Nigerians as exemplified in the 2nd Chapter of 1999 constitution (Section 16) which is the Direct Principle of State policy.

- 1.1 The tripartite partners shall ensure equal opportunity exists for men and women in all workplaces.
- 1.2 The tripartite partners shall prioritize the employment of people with special needs.
- 1.3 The Federal Government and other employers shall redesign workplaces to accommodate people with special needs.
- 1.4 The tripartite partners shall endeavour to engage in massive sensitization and advocacy of the NIRP to all stakeholders.
- 1.5 The tripartite partners shall engage in capacity building for their respective members and staff pensioners' welfare.

Objective 2: To minimise/eliminate gender-based differences in the terms of employment and improve social protection for disadvantaged groups.

- 2.1 The tripartite partners shall implement gender mainstreaming in workplaces to improve access of opportunities to all ages, sexes, people living with HIV and other infectious diseases, and people with special needs, irrespective of trade union status, ethnicity, language or religion.
- 2.2 The tripartite partners shall mainstream gender equality and inclusivity in all aspect of industrial relations.

6.11 Industrial Relations Education, Skills and Values for Attainment of Global Best Practices

Industrial conflicts often escalate to crisis on account of lack of skills, inappropriate orientation and diversity of values. The Federal Ministry of Labour in collaboration with Michael Imoudu National Institute for Labour Studies (MINILS) and other stakeholders in the formal education sector shall identify the training needs of the tripartite partners as well as the educational needs of students at all levels with a view to preparing these people for exercise of professionalism instigating industrial peace and progress in the industrial relations system of Nigeria. This will ensure that tertiary institutions of learning in the country are producing the skills and orientation that the tripartite partners (employers and trade union organisations) need through the alignment of education and industry.

Objective 1: To encourage relevant MDAs to inculcate the orientation and skill for good industrial relations in students at all levels of the educational system

- 1.1 The FMLE and the FME should work with MINILS to institutionalise industrial relations curricula at all levels of education in the country to instruct good industrial relations practice at the formative and developmental stages of young and adult students
- 1.2 The FMLE shall support the accreditation of industrial relations and human resource management programmes in tertiary institutions in collaboration with the National Universities Commission, National Board for Technical Education, the Universities, Michael Imoudu National Institute for Labour Studies, etc.
- 1.3 The Federal government shall support adequate funding of higher education industrial relations programmes

Objective 2: to build the orientation and requisite skills in all tripartite partners for good industrial relations.

- 2.1 Adequate dissemination of the NIRP by the FMLE to all workers, Trade Unions and Employers
- 2.2 FMLE should encourage regular capacity building for all tripartite partners

Objective 3: to monitor the changes in the industrial relations skills required of new entrants into the labour market

- 3.1 The FMLE shall establish a feedback mechanism from employers of labour on the training needs (e.g., special skills in new areas) of employees in order to assist educational planners in their efforts at curriculum review and development

Objective 4: to develop soft skills among graduates of industrial relations in Nigeria

- 4.1 Higher institutions of learning in the country shall ensure that the following soft skills are acquired by students of industrial relations before graduation:
 - a. Problem solving, analytic and design innovativeness
 - b. Character, self-confident integrity and higher ethical standards
 - c. Scholarly curiosity, reflective and critical thinking
 - d. Effective communication and literacy skills (reading, writing and computing)
 - e. Interpersonal and team skills.
 - f. Researching information: ability to retrieve, use and present information
 - g. Self-esteem and personal confidence
 - h. Self-discipline, self-control and time management
 - i. Leadership and organising skills
 - j. Practical creativity
 - k. Virtual networking and external orientation
- 4.2 The NDE should be encouraged to collaborate with the FME to further increase skill acquisitions in schools.

6.12 Migration and Employment Relations

With increasing globalisation, labour migration has become inevitable around the world. Nigeria both a source and destination for migrant labor. This has led many to observe that migration trends may have affected the quality of employment relationship in Nigerian industries. The industrial relations policies and practices of foreign multinational companies have been fingered as

substandard, thus contributing to protests from victimised workers. Private employment agencies recruit Nigerians for foreign jobs, with a high risk of industrial actions by concerned organised labour protesting the poor welfare of migrant workers, or the high-handedness of migrant employers.

Objective 1: to protect the welfare of migrant workers in Nigeria.

- 1.1 The FMLE shall promote, monitor and enforce the protection of the industrial relations rights and welfare of migrant workers in Nigeria, so as to:
 - a. Eradicate the abuse of migrant workers in accordance with the UN Declaration against racism, racial discrimination, xenophobia and related intolerance,
 - b. Ensure non-discrimination and equality of treatment for all workers, migrants and nationals abroad and at home;
 - c. Ensure that all employment of migrant workers are subject to labour standards and codes of ethics;
 - d. Regulate the activities of recruiters of migrant labour, thereby promoting and protecting the rights of migrant workers and their families;
- 1.2 The FMLE in collaboration with other shall promote the compliance to the provision of Part 3 of the National Policy on Labour Migration (NPLM) that specify on the protection and promotion of migrant workers' rights and welfare, to:
 - a. Protect the rights of all migrant workers within and outside the country, developing more effective mechanisms to enforce the protection of migrant workers;
 - b. Ensure that there is no forced labour, and all migrant workers must have rights to freedom of association and access to engage in collective bargaining;
 - c. Advocate for equality of treatment and non-discrimination of all Nigerian migrant workers in other countries, in line with international standard as stated in Part 3 section (3.3 and in 3.4).
 - d. Undertake close supervision and monitoring of the recruitment activities of national and overseas private employment promoters, recruiters or agencies, minimize malpractices and abuses against those seeking jobs abroad; and, in addition to cancellation of licenses, criminal proceedings will be introduced against serious offenders (See NPLM Part 3 (3.6).
 - e. Ensure that for Nigerian travelling abroad, the recruiter will have to expose the intending migrant worker to his/her contact of employment in the presence of an authorised Labour Officer before the migrant embarks on his/her journey according to NPLM Part 3 (3.6).
 - f. FMLE shall mandate the recruiting agencies to present recruited persons for registration at the Nigerian Mission on arrival in destination countries before the resumption of employment.
- 1.3 The Federal Government shall promote decent work and fair labour practices for migrants with effective application of labour standards to migrant workers, while taking cognisance of the ECOWAS Treaty and other bilateral agreements on Migration.

6.13 Occupational Health and Safety

Occupational health and safety issues have been fingered in many cases that led to violent and prolonged strike actions and litigations in Nigeria. Whereas the Factories Act (2004) and the Employee Compensation Act (2010) made adequate provisions for the prevention and management

of industrial hazards and accidents at work, there are cases where labour and management were unable to avoid violent industrial actions. Some workers have been reported as ignoring safety measures provided them to safeguard accidents, such as personal protective equipment. Notwithstanding, litigations have occurred over lapses from both sides. The NIRP aims to minimise such industrial actions and the resultant litigations by engaging in the following objectives and strategies.

Objective 1: to ensure that the measures and provisions against accidents are complied with by the tripartite partners

- 1.1 The FMLE shall review the sanctions stated in the law with a view to making them more punitive and deterring.
- 1.2 The FMLE shall monitor and promote good health and safety practices in industry through regular inspection and visits.
- 1.3 The FMLE shall mandate the employers to take international quality certifications in the area of health and safety.

Objective 2: to build the capacity of the tripartite partners for sensitization and responsiveness to safety and health issues

- 2.1 The employers shall make available to workers' representatives at the shop-floor (domestic), all technical details and potential hazards associated with equipment, furniture and fittings before they are procured and installed so as to increase the risk awareness of their members.
- 2.2 The FMLE shall encourage increased capacity of the tripartite partners so as to train their members on health and safety.
- 2.3 The tripartite partners shall endeavour to implement the National Health Insurance Scheme (NHIS) so as to guarantee access to good medical treatment for all workers

Objective 3: to ensure that the response of the tripartite partners to Covid-19 pandemic is worker-friendly

- 3.1 The FMLE working with the FMH shall draw up policies for Covid-19 and any other pandemic for application in all workplaces
- 3.2 the FMLE and FMH in preparing for future pandemics should create adaptable policies that address a broader range of potential public health crises.
- 3.3 Tripartite partners should work towards health and safety protocols specific to industries most impacted by the pandemic.

7. NATIONAL INDUSTRIAL RELATIONS POLICY GOALS AND OUTCOMES

The major industrial relations stakeholders in the country deliberated on the above policy objectives and strategies between 2018 and 2021. The strategic objectives for each area of the policy was established (reflected in section 6 above) as well as the expected strategies for each objective. Three areas of strategic industrial relations goals and nine outcomes were identified through consultations and series of zonal meetings and workshops with all the stakeholders and constituents. The activities

to drive each of the outcomes are contained in the implementation matrix appended. The goals and expected outcomes are:

7.1 GOAL 1:

REFORM OF APPROPRIATE NATIONAL LAWS & REGULATIONS, DEVELOPMENT OF CODE OF CONDUCT, AND DOMESTICATION OF ILO CONVENTIONS

OUTCOME 1.1 Labour laws are comprehensively revised and aligned with national economic plan.

OUTCOME 1.2 Parties adhere to Labour laws and encouraging Alternative Disputes Resolutions (ADR), etc.

OUTCOME 1.3 Approved revised sanctions deter breach of the laws and removed impunity

7.2 GOAL 2:

BUILDING & STRENGTHENING THE SOCIAL CONSTITUENTS, INSTITUTIONS AND BODIES RECOGNISED FOR THE CONDUCT OF INDUSTRIAL RELATIONS.

OUTCOME 2.1: Improved operational efficiency and strengthened capacity of the FMLE and tripartite partners for service delivery

OUTCOME 2.2: Enhanced capacity of relevant implementing agencies of the NIRP

OUTCOME 2.3: Strengthened capacities of the tripartite partners through Research and Information including training programs focused on digital literacy for workers and employers.

7.3 GOAL 3:

EFFECTIVE COMMUNICATION OF THE NIRP TO TRIPARTITE PARTNERS

OUTCOME 3.1: Detailed communication strategies, including digital platforms and social media outreach, should be created to ensure that workers, employers, and unions are well-informed about the NIRP.

OUTCOME 3.2: Enhanced industrial relations capacity of workers, workers representatives leads to improved work performance and productivity

OUTCOME 3.3: Informed workers and management ensure organisational peace, efficiency and effectiveness

OUTCOME 3.4: Equal opportunity recruitment practices support gender equity goals and sustainable development and growth. This should include specific strategies to promote gender-inclusive policies in industries traditionally dominated by men.

This set of national goals is compatible with the contemporary development aspirations, National Jobs Pact (NJP), the Global Jobs Pact (GJP), National Development Plan, the principles of Decent Work Country Programmes (DWCP), and the principles which the NIRP seek to promote. The goals will assist in the actualization of the ERGP agenda in the country as well as strengthening the achievement of sustainable development goals in Nigeria. The three strategic goals will help to ensure rapid development and growth through the involvement of relevant stakeholders.

The NIRP objectives will enable the country to eliminate violent industrial conflicts, reduce the duration of industrial strikes, eradicate poverty, promote productivity and enhance job security, increase incomes and enhance livelihoods among diverse workers: women, men and people living with physical challenges; and improve standard of living in the rural areas.

By addressing the three goals, the NIRP will employ strategies and implementation metrics in conjunction with ILO technical experts/resources and all the stakeholders in the country.

8. MANAGEMENT AND IMPLEMENTATION

8.1 Technical Implementation Committee

A National Tripartite Plus (+) Formulation and Implementation Technical Committee, the Tripartite Technical Working Group (TTWG) exists for NIRP consisting of the Social Constituents namely: Federal Ministry of Labour and Employment, (FMLE), the Nigeria Employers Consultative Association (NECA), The Trade Union Congress (TUC) and the Nigeria Labour Congress (NLC). This Committee would oversee and coordinate the NIRP implementation and monitoring of the NIRP. This Committee will meet as initiated by the coordinating ministry (FMLE) on a quarterly basis with provisions made for the meetings in the NIRP budget.

The TTWG would be the basis for interaction with other groups such as those associated with the UN Joint Vision for Nigeria including the ILO. Members will include:

- Federal Ministry of Labour and Employment (FMLE) (Chairman and secretariat)
- Nigeria Employers Consultative Association (NECA)
- Nigeria Labour Congress (NLC)
- Trade Union Congress of Nigeria (TUC)
- MDAs such as National Pension Commission, National Salaries, Incomes and Wages Commission, IAP, NICN, NLAC, NBS, etc. will be standing members of the TTWG.
- Key partners in priority sector, Federal Ministries of Power, Science and Technology, Education, Humanitarian Affairs, Disaster Management and Social Development, Information and Digital Economy. These partners will be invited when the need arises.
- Donor Agencies: ILO, World Bank, UNDP, UNICEF, DFID, UNIFEM, IOM, GIZ, etc.

8.2 Implementation Agencies

The profiles and specific role expectations for the implementing and monitoring agencies are as follows:

8.2.1 Federal Ministry of Labour and Employment

In 1942, when the World War II was being prosecuted, the Department of Labour was established by the colonial administration primarily due to government concern about the rationalisation of the civilian personnel left in the country after the enlistment and foreign deployment of Nigerian troops. After the war, a general demobilisation was necessary for the management of the labour market to increase the absorption capacity of the market especially in favour of the returning Nigerian soldiers, who in the main came back from Burma and Korea. The resettlement effort predates the establishment of employment exchanges by the Department of Labour. The Department became the Federal Ministry of Labour in 1954, Federal Ministry of Employment, Labour and Productivity in

1979, and was later renamed the Federal Ministry of Labour and Productivity. The current name is Federal Ministry of Labour and Employment.

The Ministry is practically involved in relevant activities that enhance the development of personnel management in Nigeria. These include:

- ♦ guiding personnel managers and their assistants on labour matters,
- ♦ handling disputes and registration of trade unions and inspection of their accounts,
- ♦ keeping a register of unemployed people who are actively seeking employment under NELEX,
- ♦ inspecting factories and other workplaces,
- ♦ collecting, collating and presentation of labour statistics (e.g., data on strikes, lockouts, industrial disputes, industrial accidents, registered unemployment, vacancies and social security statistics), and
- ♦ ensuring compliance with extant labour laws.

These activities have in part encouraged several employers to set up personnel departments in their organisations (Fajana, 1991) and to recruit persons who could advise them on labour issues and also act as the link between the company and the Ministry of Labour on union matters (Folayan Ojo, 1998).

Other extra-ministerial organisations that have intricate connections with the FMLE in its employment relations mandates include:

- ♦ The National Assembly
- ♦ Federal Ministry of Justice
- ♦ Federal Civil Service Commission
- ♦ The Industrial Arbitration Panel
- ♦ The National Industrial Court of Nigeria
- ♦ The National Salaries, Incomes and Wages Commission
- ♦ The National Productivity Centre

The FMLE has the ultimate responsibility for the regulation of employment relationship in Nigeria. It has the ultimate responsibility for the NIRP, its formulation, implementation, measurement, evaluation and review. It is expected that the States and Zonal Offices of the FMLE will be actively involved in the implementation, monitoring and evaluation of the NIRP.

8.2.2 Nigeria Employers Consultative Association

NECA is the umbrella organization of employers in the Organised Private Sector of Nigeria⁵. It was formed in 1957 to provide the forum for the Government to consult with private sector employers on socio-economic and labour policy issues. NECA provides a platform for private sector employers to interact with the government, labour, communities and other relevant institutions in and outside Nigeria for the purpose of promoting harmonious business environment that will engender productivity and prosperity for the benefit of all. NECA is not a trade union but a dynamic and highly respected professional body registered under the Company and Allied Matters Act 1990 with the following membership structure:

⁵ Source: <https://www.neca.org.ng/index.php/about/who-we-are>, Accessed 14 Feb 2019

(a) Ordinary Members - These are individual companies or organisations engaged in business or economic activities (manufacturing, distribution, retailing, agriculture, mining, finance, transport, services, consultancy, etc.) employing a minimum of 5 workers. They are mainly, but not exclusively, in the private sector. At present, they form the bulk of NECA members.

(b) Affiliate Members - These are the industrial/sectoral employers' associations, industrial groups or trade associations most of which are trade unions of employers. In order to provide flexibility and effectiveness, members have been grouped on the basis of common interest into either functional, sectoral or geographical groups. The sectoral groups are either formal industrial employers' associations or informal industrial and trade groups. Members within a state or an industrial/commercial location group themselves into geographical groups to deal with matters of common interest.

NECA has played significant role in Nigeria's industrial relations system by encouraging social dialogue with other tripartite partners, encouraging and promoting the growth of the informal sector, and setting up policies and procedures to encourage their members to adopt best practices in employment relations.

It is expected that NECA will be actively involved in the implementation, monitoring and evaluation of the NIRP.

8.2.3 Nigeria Labour Congress

The Nigerian labour movement has had a chequered history. Nigeria's very first union, the Civil Service Union (CSU) was formally organised in the public sector in 1912. In 1931, two other unions were formed: the Nigerian Union of Teachers (NUT) and the Railway Workers Union (RWU). Formal recognition of trade unions started in 1938 with the enactment of the Trade Union Ordinance. This law paved way for the growth of a large number of ineffective trade unions which continued until 1975.

These undesirable developments were responsible for the decision of the military administration of Obasanjo and Murtala to introduce a national labour policy. The policy facilitated the transformation of the labour movement. It reduced ideological balkanisation of the labour movement and a restructure of the mushroom trade unions to arrive at large membership industrial unions. The industrial unions were by law affiliated to the Nigeria Labour Congress. Under this structure, each union has its exclusive jurisdiction or territory, in which it claims the right to organise workers and to control labour relations.

Under this arrangement, emerged unions were automatically registered, and they enjoyed exclusive jurisdiction. The restructure exercise led to a number of positive outcomes: lessening of damaging ideological conflicts among Nigerian unions; removal of moribund unions and the substitution of large and effective industrial unions; assurance of dependable internally generated financial resources through automatic checkoffs; dependable resources which has encouraged the employment of well-disciplined and experienced trade union leaders performing full-time duties; and the creation of one central labour organisation (NLC). In 2021, the NLC boasts of affiliate-members from 39 workers organisations.

Coming from a history of vigorous political and economic activism, the NLC through its member affiliates have worked assiduously to improve the livelihoods of workers by struggling for minimum wage laws, terms and conditions of employment, and kindred achievements. The NLC has

succeeded in advancing the welfare of its members and the entire society who depended on people in wage employment for their own livelihood. The NLC and TUC have remained veritable institutions checking the excesses of colonial and post-colonial governments in Nigeria.

Specifically, the NLC is expected to take joint ownership of the process leading to the formulations of the NIRP, the management of activities selected to drive its achievement, the monitoring of progress and the effecting of necessary correctives arising from regular reviews of the performance of the NIRP.

8.2.4 Trade Union Congress of Nigeria

There has been an upward trend in the unionisation of managerial employees since 1978. For instance, from 19 (professional unions inclusive) in 1978, it has increased to 22 by 1986, 25 by 1988 and 33 in 2021. The increase in the unionisation rate of these white-collar staffers was possibly due to economic vulnerability during the recession of the early 1980s. These associations have resiliently tackled organisational and regulatory challenges such as the withdrawal of automatic membership of senior staff by the State, delays in recognising their umbrella body as a labour centre, and kindred challenges. The TUC was registered as a labour centre on 8th of August, 2005 when the then President of TUC, Comrade (Dr.) Peace Obiajulu received the letter of registration.

The TUC has been effective in seeking improvement in employment conditions for their members, job protection, greater participation in management policies, and creation of a model of industrial relations that had positively influenced other industrial relations actors in and out of the country.

Like their NLC counterpart, the TUC is expected to take ownership of the process leading to the formulation of the NIRP, the management of activities selected to drive NIRP achievement, the monitoring of progress and the effecting of necessary correctives arising from scheduled regular reviews of the performance of the NIRP.

8.2.5 National Pension Commission

The National Pension Commission (PenCom) exists for the effective regulation and supervision of the Nigerian Pension Industry to ensure that retirement benefits are paid as and when due.

Prior to the enactment of the Pension Reform Act 2004, pension schemes in Nigeria had been bedevilled by many problems. The Public Service operated an unfunded Defined Benefits Scheme and the payment of retirement benefits were budgeted annually. The annual budgetary allocation for pension was often one of the most vulnerable items in budget implementation in the light of resource constraints. In many cases, even where budgetary provisions were made, inadequate and untimely release of funds resulted in delays and accumulation of arrears of payment of pension rights. It was obvious therefore that the Defined Benefits Scheme could not be sustained.

In the private sector on the other hand, many employees were not covered by the pension schemes put in place by their employers and many of these schemes were not funded. Besides, where the schemes were funded, the management of the pension funds was full of malpractices between the fund managers and the Trustees of the pension funds.

This scenario necessitated a re-think of pension administration in Nigeria by the administration of President Olusegun Obasanjo. Accordingly, the administration initiated a pension reform in order

to address and eliminate the problems associated with pension schemes in the country. The outcome of the reform was the enactment into law of the Pension Reform Act 2004.

After 10 years of implementing the pension reforms in Nigeria, the Pension Reform Act 2014 was signed into law to address the challenges faced in the implementation processes. In addition, new provisions were made to particularly strengthen the powers of the Commission to resolve conflicts in addition to providing stiffer penalties for infractions. The PRA 2014 addressed the issues regarding pensions of political office holders and Professors as well as provided incentives for increasing coverage of the scheme through allowing contributors to use portion of the balances in their retirement savings accounts to make equity contribution towards owning a residential property.

The Commission shall have the power: to oversee the overall policy on pension matters in Nigeria; call for information from employers on retirement benefits; establish standards, rules and regulation for the management of pension funds; investigate PFAs, custodian and other parties; restructure the custody of pension funds or assets managed by PFAs, among others.

The Pension Reform Act 2004 established PenCom as the body to regulate, supervise and ensure the effective administration of pension matters in Nigeria. The pension reform programme is governed by the key principles of sustainability, safety and security of benefits, transparency, accountability, equity, flexibility, inclusivity, uniformity and practicability.

The PenCom plays crucial role in the administration of the NIRP to ensure that the wellbeing of employees are protected during employment and especially in their post-employment experiences. The NIRP implementation will benefit from requisite collaboration or partnership between the FMLE and PenCom in the management of the implementation, monitoring and evaluation of the NIRP.

8.2.6 National Salaries, Incomes and Wages Commission

The *National Salaries, Incomes & Wages Commission* (NSIWC) was established by Act 99 of 1993. Its creation was based on the recommendations made at various times by ad-hoc *Commissions* or *Panels* set up by Government from time to time since 1960, to deal with issues relating to *salaries* and *wages* of Nigerian workers.

The Responsibilities of NSIWC are:

- to examine, streamline and recommend salary scales applicable to each post in the public service.
- to examine areas in which rationalisation and harmonisation of wages, salaries and other conditions of employment are desirable and feasible as between the public and private sectors of the economy and recommend guidelines which will sustain harmony in work compensation policies.
- to examine the salary structures in the public and private sectors and recommend a general wages framework with reasonable features of relativity and maximum levels which are in consonance with the national economy
- also to examine and recommend effective machinery for continuous data assembling on variables such as cost of living, productivity levels, levels of pay in the private sector and other economic data on which public sector salaries and benefits can be reviewed annually
- to grant approvals for all pay reviews in the public sector.

Current challenges have included multiple salary structures within the same MDA, pay parity issues in the salary of chief executives and directors in MDAs, and whipsawing effects created by multiple salary structures. The NIRP shall have desirable outcomes at reversing some of these challenges. In effect, the NSIWC is a major stakeholder and partner in the management, monitoring and evaluation of the NIRP.

8.2.7 Industrial Arbitration Panel

The Industrial Arbitration Panel (IAP) was established by the Trade Disputes Act of 1976. It is a court of original jurisdiction in Trade Dispute matters. The IAP used to be an ad-hoc body established to make provisions for the settlement of trade disputes. In 1969, its ad-hoc status ceased with the promulgation of Decree N0. 53 – Trade Disputes (Emergency Provisions) (Amendment) (N0.2) which established the Industrial Arbitration Tribunal (IAT) as a standing body. As a result of the Law, the IAT became an establishment with the duties of adjudicating trade disputes in both public and private sectors of the economy. Its present nomenclature, the Industrial Arbitrations Panel, was introduced in the Trade Disputes Act of 1976.

The Panel is constituted of a Chairman, Vice Chairman, and at least ten members appointed by the Minister of Labour. Out of the ten members, two shall be persons nominated by organizations representing the interests of employers and another two from organizations representing the interests of workers.

It is expected that the IAP will be actively involved in the implementation, monitoring and evaluation of the NIRP.

8.2.8 National Industrial Court of Nigeria

The National Industrial Court of Nigeria is a specialized superior court of record of dispensing social justice, dedicated to administering justice in an equitable impartial and timely manner, in accordance with the rule of law and by fostering public trust, understanding and confidence. It shall provide the public and other agencies it serves with an accessible, safe, respectful environment in which to conduct business and resolve disputes.

National Industrial Court of Nigeria is a court system, characterized by excellence that strives to attain a fair and responsive system of justice while protecting the rights and liberties, upholding and interpreting the law, and resolving disputes peacefully, fairly and effectively. This includes an effectively managed judiciary and judicial system that utilizes alternative dispute resolution to best serve the public, while seeking the highest possible understanding, trust and confidence. The National Industrial Court of Nigeria strives to provide the following:

- Equal access to a fair and effective system of justice for all without excess cost, inconvenience, or delay, with sensitivity to an increasing diverse society.
- Offer complimentary methods of dispute resolution, while preserving the constitutional right to trial, and ensuring compliances with the results achieved through effective enforcement of court orders.
- Quality services that continuously improves, that meets or exceeds public expectations, and that ensures that all are treated with courtesy, dignity and respect.

- Maintain the independence of the judiciary while strengthening relations with the public, the bar, and other branches of government.
- Acknowledge and enhance the potential of every person in an organization to contribute to the administration of justice through participation, training and technology.
- Share sense of common identity and purpose as a state-wide judiciary.
- Earn the respect and confidence of an informed public.

The Court aims at promoting industrial harmony through a timely, but fair resolution of disputes arising from industrial relations in a flexible, expedient, reliable and affordable manner thereby providing the enabling environment for the nation's industrial development and economic growth.

The NICN combines the rule of law applicable in conventional courts with speedy resolution of industrial disputes conscious of the import of economics of time on socio-economic environment.

Its corporate strengths are: (i) specialized knowledge of the law and practice of industrial relations and employment conditions; (ii) easy access to justice with locations of many Court Divisions in all state capitals including Abuja; (iii) fast-track justice delivery process in tandem with the import of time to socio-economic development; and (iv) power to enforce own judgments and awards.

The NICN is well positioned to partner with the tripartite partners to formulate, manage, implement, measure, evaluate and review the NIRP working with the TTWG.

8.2.9 National Labour Advisory Council (NLAC)

Much as the government is interested in ensuring stable labour relations environment, other interested parties also have stake in its 'stability'. Employers and labour through their trade unions do exert influence and pressure on government policies and actions. As participants in the regulatory activities of labour relations, labour and employers are represented in various tripartite organizations such as NLAC. The NLAC is currently undergoing transformative revitalisation. It is expected that the contribution of the NLAC, as a tripartite body, to the management, implementation, monitoring and evaluation of the NIRP will be very significant.

8.2.10 National Bureau of Statistics

The NBS is the apex statistical agency for all the three tiers of Government. It is expected to coordinate Statistical Operations of the National Statistical System in the production of Official Statistics in all the Federal Ministries, Departments and Agencies (MDAs), State Statistical Agencies (SSAs) and Local Government Councils (LGCs). The NBS is organisationally positioned at all the tiers of government in what is termed the Nigeria National Statistical System (NSS). The Internal Organisation of the bureau is built on Statistics Act of 2007, which is the Legal Instrument established by the Acts of Parliament.

The contribution of the NBS to the NIRP includes the production of and access to validated baseline and measured information and data on employment relations which are required to assess the performance of the policy by means of the indicators and targets for the several outcomes of the NIRP.

8.2.11 International Labour Organisation

The International Labour Organization (*ILO*) is a specialised agency of the United Nations, focused on labour rights, employment, and social protection. The ILO currently promotes its decent work agenda in different countries. The NIRP employs the lens of the DWCP for its policy formulation, and its result-based management system to draw out its strategic goals. The ILO has provided technical assistance in this process. The ILO is also expected to provide the lead in approaching other agencies of the United Nations (World Bank, UNDP, UNICEF, UNESCO, IOM, UNIFEM, DFID, etc.) to seek and obtain some funding to assist the Government of Nigeria in the implementation of the NIRP programmes.

The ILO Nigeria has a major responsibility of assisting and supporting the formulation and implementation of the NIRP for Nigeria through resource mobilisation and joint initiatives with other UN agencies and development partners. This will be done through a number of channels: (i) applying and aligning existing and pipeline technical cooperation project resources; (ii) ILO's own regular budget technical cooperation resources; (iii) new partnerships and joint initiatives with UN agencies and other development partners in Nigeria; and (iv) cost-sharing with FMLE and other key government ministries/units with respect to their budgetary allocations.

8.2.12: Other Institutions

- i. States and Local Government – For the purpose of diffusing the policy to grassroot level.
- ii. Federal Ministry of Justice – The umbrella judicial authority for the nation.
- iii. Federal Ministry of Finance - For the provision of funding and to ensure accountability

9. PERFORMANCE MONITORING, REPORTING AND EVALUATION ARRANGEMENTS

9.1 Implementation Period

The NIRP has been designed for the period 2025-2029. An Implementation plan (Appendix 2) has been developed which will help the monitoring process as well as the mid-term and final evaluation. Appendix 1 also provides an Outcome-based Implementation work plan and M&E plan has been developed to ensure that resources allocated to the various activities are used in a coherent way to achieve stated outcomes.

9.2 Summary of Indicators and Targets for Monitoring

Indicators and time-based targets have been set for each of the nine outcomes of the strategic goals. These will be employed to monitor and assess progress for each of the planned outcomes. These indicators and targets are summarised as follows:

REFORM OF APPROPRIATE NATIONAL LAWS & REGULATIONS, DEVELOPMENT OF CODE OF CONDUCT, AND DOMESTICATION OF ILO CONVENTIONS,

OUTCOME 1.1 Labour laws are comprehensively revised and aligned with national economic plan. [Note that the Dates specified under each of the items should be reviewed]

- i. Extant labour and minimum wage laws reviewed

- ii. Improved collective bargaining amongst tripartite partners
- iii. Improved industrial relationship, increased industrial harmony and industrial peace
- iv. [75%] reduction in reported trade disputes
- v. Improved workers' productivity
- vi. Enhanced pension coverage, especially in the informal sector;
- vii. Reduction in retirees' agitation for gratuities and pension
- viii. Reduced risk of accident in workplaces to 80%

OUTCOME 1.2 Approved codes of conduct deter breach of the laws and removed impunity

- i. Penalties and sanctions are revised upward to be vigorously enforced in 80 percent of total instances.
- ii. Non-monetary sanctions are introduced
- iii. Infringement is reduced by 60%
- iv. Increased revenue to government
- v. Increased implementation of collective agreement
- vi. improved compliance with labour laws, policies and regulations and code of conduct
- vii. Compliance with judgements of the adjudicatory bodies.

BUILDING & STRENGTHENING THE SOCIAL CONSTITUENTS, INSTITUTIONS AND BODIES RECOGNISED FOR THE CONDUCT OF INDUSTRIAL RELATIONS

OUTCOME 2.1: Improved operational efficiency and strengthened capacity of the FMLE and tripartite partners for service delivery

- i. Training opportunities made available to all professional cadres/officers of the FMLE on ILO labour standards and submission of ratified instruments
- ii. All reports due by Nigeria under articles 19 and 22 of ILO Convention are submitted to the ILO as and when due.
- iii. Labour officers, professional staff/officers of the tripartite partners exposed to training courses on efficient service delivery.
- iv. Reduced incidence of non-recognition of registered Trade Unions by employers
- v. Intra and inter union disputes reduced by 80%

OUTCOME 2.2: Enhanced capacity of relevant implementing agencies of the NIRP

- i. reduce skills gaps of staff of FMLE, NECA, TUC and NLC by 90 per cent
- ii. significant skills acquisition of the key staff of the implementing agencies
- iii. FMLE embraced shuttle diplomacy, persuasion, social dialogue, best practice IR values.

EFFECTIVE COMMUNICATION OF THE NIRP TO THE TRIPARTITE PARTNERS AND THE PUBLIC FOR ENHANCED SERVICE DELIVERY

OUTCOME 3.1: Enhanced industrial relations capacity of workers leading to improved work performance and productivity

- i. Personnel and management become more conversant with IR issues.
- ii. Handbook on best IR practices is published.
- iii. Improved gender equality by 30%

OUTCOME 3.2: Informed workers and management enhance organisational peace, efficiency and effectiveness.

- i. Improved Reward System by 90% within next 5years.
- ii. Accessible facilities (buildings, in-roads) for physically challenged persons
- iii. Level of illiteracy is reduced from 65 to 20%
- iv. Significant increase of conversion of outsourced skilled workers to full time employees.

OUTCOME 3.3: Equal opportunity recruitment practices supporting gender goals and sustainable development and growth

- i. 50% coverage in informal sector pension
- ii. Reduction in retirees' agitation
- iii. Increase in the job security level

9.3 Mechanism for Reporting and Review

The NIRP will normally be reviewed to critically reflect on the outcomes and strategies of ongoing activities, to consider the appropriateness of their design, the quality of work with partners and implementation performance. In addition, reports of the individual activities carried out will serve as supplementary monitoring tools that would influence the next phase implementation of the NIRP for the country. There will be annual reporting of NIRP implementation of activities to the Government of Nigeria and the International Labour Organisation⁶ a Biennial Country Policy Review (BCPR) will be conducted at the middle of the NIRP implementation (mid 2027) and a final NIRP evaluation will be conducted at the end of 2029. Proper budget should be allocated for these evaluations.

THIS SECTION IS SUBJECT TO THE APPROVAL OF THE ILO NIGERIA

⁶⁶ This suggestion is entirely that of the consultant, based on personal experience from a previous similar project. The ILO is not under any obligation here. It's a mere suggestion

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APPENDIX 1

LIST OF REGISTERED TRADE UNIONS, 2024

INDUSTRIAL UNIONS

1. Academic Staff Union of Colleges of Agriculture
2. Academic Staff Union of Polytechnics
3. Academic Staff Union of Research Institutions
4. Academic Staff Union of Universities
5. Amalgamated Union of Butchery Workers of Nigeria
6. Amalgamated Union of Motor Mechanics and Technicians of Nigeria
7. Amalgamated Union of App-Based Transport Workers of Nigeria (AUATWN)
8. Amalgamated Union of Public Corporations, Civil Service Technical & Recreational Services Employees
9. Contributory Pensioners Union of Nigeria
10. Federal Parastatals and Private Sector Pensioners Association of Nigeria
11. Judiciary Staff Union of Nigeria
12. Maritime Workers Union of Nigeria
13. Medical and Health Workers Union of Nigeria
14. Motorcycle Operators Union of Nigeria
15. National Association of Nigerian Nurses and Midwives
16. National Union of Air Transport Employees
17. National Union of Banks, Insurance and Financial Institutions Employees
18. National Union of Butchery Workers of Nigeria
19. National Union of Chemical Footwear, Rubber, Leather and Non-Metallic Products Employees
20. National Union of Civil Engineering, Construction, Furniture & Wood Workers
21. National Union of Dispatch Riders and Mail Operators of Nigeria
22. National Union of Electricity Employees
23. National Union of Food, Beverage and Tobacco Employees
24. National Union of Hotels & Personal Services Workers
25. National Union of Lottery Agents and Employees
26. National Union of Postal & Telecommunication Employees
27. National Union of Printing, Publishing & Paper Products Workers
28. National Union of Road Transport Workers
29. National Union of Shop and Distributive Employees
30. National Union of Textile Garment & Tailoring Workers of Nigeria
31. Nigeria Civil Service Union
32. Nigeria Union of Agriculture & Allied Employees
33. Nigeria Union of Journalists
34. Nigeria Union of Local Government Employees
35. Nigeria Union of Mines Workers
36. Nigeria Union of Pensioners
37. Nigeria Union of Petroleum and Natural Gas Workers
38. Nigeria Union of Practitioners of Complementary and alternative Medicine
39. Nigeria Union of Public Service Reportorial, Secretarial, Data Processors and Allied Workers
40. Nigeria Union of Railway Workers
41. Nigeria Union of Teachers
42. Nigeria Welders and Fitters Union
43. Non-Academic Staff Union of Educational & Associated Institutions

44. Non-Teaching Staff Union of Polytechnics
45. Parliamentary Staff Association of Nigeria
46. Private School Tutors Union of Nigeria
47. Radio, Television, Theatre and Arts Workers' Union of Nigeria
48. Steel and Engineering Workers Union of Nigeria

SENIOR STAFF ASSOCIATIONS

1. Air Transport Services Senior Staff Association of Nigeria
2. Amalgamated Commercial Tricycle Motorcycle Dealers and Repairs Association of Nigeria
3. Association of Nigeria Aviation Professionals
4. Association of Senior Civil Servants of Nigeria
5. Association of Senior Staff of Banks, Insurance & Financial Institutions
6. Automobile Boatyard Transport Equipment & Allied Senior Staff Association
7. Congress of University Academics
8. Chemical and Non-Metallic Products Senior Staff Association of Nigeria
9. Colleges of Education Academic Staff Union
10. Construction and Civil Engineering Senior Staff Association
11. Courier and Logistics Services Staff Association of Nigeria
12. Fitters Senior Staff Association of Nigeria
13. Food, Beverages and Tobacco Senior Staff Association
14. Footwear, Leather and Rubber Products Senior Staff Association
15. Hotel & Personal Services Senior Staff Association
16. Iron and Steel Senior Staff Association of Nigeria
17. Law Officers Association of Nigeria
18. Metal Products Senior Staff Association of Nigeria
19. National Association of Academic Technologists
20. National Association of Aircraft, Pilots and Engineers
21. National Association of Nigerian Professional Footballers
22. National Butchers Employers Union of Nigeria.
23. Nigeria Association of Medical and Dental Academics
24. Nigeria Merchant Navy Officers & Water Transport Senior Staff Association
25. Nigerian Union of Allied Health Professionals
26. Nigeria Union of Practitioners of Complementary and Alternative Medicine (NUPCAM)
27. Paper and paper Products Senior Staff Association
28. Petroleum & Natural Gas Senior Staff Association of Nigeria
29. Precision, Electrical & Related Equipment Senior Staff Association
30. Private Telecommunications & Communications Senior Staff Association of Nigeria
31. Pulp, Paper & Paper Products, Printing & Publishing Senior Staff Association of Nigeria
32. Senior Staff Association of Electricity and Allied Companies
33. Senior Staff Association of Nigerian Polytechnics
34. Senior Staff Association of Nigerian Universities
35. Senior Staff Association of Shipping, Clearing & Forwarding Agencies
36. Senior Staff Association of Statutory Corporations and Government Owned Companies
37. Senior Staff Association of Universities Teaching Hospitals, Research Institutes & Associated Institutions
38. Senior Staff Union in Colleges of Education, Nigeria
39. Shop & Distributive Senior Staff Association

40. Textile, Garment & Tailoring Senior Staff Association of Nigeria

EMPLOYERS' ASSOCIATIONS

1. Amalgamated Union of Foodstuffs & Cattle Dealers of Nigeria
2. Association of Domestic Waste Managers Employers of Nigeria
3. Association of Food, Beverage and Tobacco Employers
4. Association of Furniture Fixtures & Woodworking Employers of Nigeria
5. Association of Iron and Steel Employers of Nigeria Employers
6. Association of Metal Products Employers of Nigeria
7. Association of Telecommunications, Information Technology, Cable Satellite Network Operators and Allied Services Employers of Nigeria.
8. Automobile, Boatyard, Transport Equipment and Allied Employers Association of Nigeria
9. Chemical and Non-Metallic Products Employers Federation
10. Construction and Civil Engineering Employers Association of Nigeria
11. Employers Association of Leather, Footwear and Rubber Industries of Nigeria
12. Employers Association for Private Employment Agencies of Nigeria
13. Hotel and Personal Services Employers Association of Nigeria
14. Iron Rod and Steel Dealers Employers Union of Nigeria
15. Iron and Steel Employers Association
16. National Association of Agricultural and Allied Employers
17. National Association of Hair and Beauty Practitioners of Nigeria
18. National Association of Herbal Medicine Employers
19. National Association of Stevedoring Operators
20. National Association of Scrap and Waste Dealer Employers of Nigeria
21. National Union of Market Traders Employers of Nigeria
22. Nigeria Employers Association of Banks, Insurance & Allied Institutions
23. Nigerian Textile, Garments Tailoring Employers Association
24. Non-Governmental Organizations Trustees Union of Nigeria
25. Paper & Paper Board Manufacturers & Converters Association
26. Performing Musicians Employers Association of Nigeria
27. Precision, Electrical & Related Equipment, Employers Association of Nigeria
28. Printing and Publishing Employers Association of Nigeria
29. Road Transport Employers Association of Nigeria
30. Shipping, Shipping Agencies, Clearing & Forwarding Employers Association
31. Shop and Distributive Trade Employers Association of Nigeria
32. Union of Tipper & Quarry Employers of Nigeria
33. Tricycle Owners Association of Nigeria

LABOUR CENTRES

1. Nigeria Labour Congress (NLC)
3. Trade Union Congress of Nigeria (TUC)

APPENDIX II: IMPLEMENTATION PLAN (OPTIONAL)

GOAL 1 REVIEW, ENACTMENT OF APPROPRIATE NATIONAL LAWS & REGULATIONS, CODE OF CONDUCT, AND DOMESTICATION OF ILO CONVENTIONS LEAD TO PEACEFUL AND PRODUCTIVE INDUSTRIAL RELATIONS						
	2025	2026	2027	2028	AGENCY RESPONSIBLE	ESTIMATED COST (N'm)
OUTCOME 1.1: Labour Laws Are Comprehensively Revised And (Re)Enacted And Aligned With National Economic Plan						
ACTIVITY 1 Conduct social impact assessment on the public before labour laws are (re)enacted					FMLE, TUC, NLC, NECA, NBS	12
ACTIVITY 2 Paying advocacy visits to relevant governmental agencies to expedite the reviews					FMLE, TUC, NLC, NECA,	10
ACTIVITY 3 Review of labour laws in guided workshops by inclusive committees of all stakeholders					FMLE, TUC, NLC, NECA	5.5
ACTIVITY 4 Legal drafting and editing of bills for the targeted labour laws					FMLE, FMJ	8
ACTIVITY 5 Engagements with the National Assembly for processing approval					FMLE, TUC, NLC, NECA, ILO	5
ACTIVITY 6 Provision of working tools and mechanisms for monitoring and enforcement of enacted laws					FMLE	15
ACTIVITY 7 Review of performance using programme indicators and targets for outcome 1.1					FMLE,	5
ACTIVITY 8. Monitoring of indices and targets for outcome 1.1					FMLE, NBS	5
OUTCOME 1.2: Trade Union Act, Trade Dispute Act, Labour Acts are adhered to by the parties						
ACTIVITY 1 Periodic audits of labour contractors					FMLE, HUCAPAN	10
ACTIVITY 2 Advocacy and sensitisation of all stakeholders					FMLE, TUC, NLC, NECA	10
ACTIVITY 3 Capacity building for all stakeholders on compliance with laws					FMLE, TUC, NLC, NECA	5
ACTIVITY 4 Provision of code of conduct for stakeholders					FMLE, TUC, NLC, NECA	6
ACTIVITY 5. Provision of codes of best practice					FMLE, TUC, NLC, NECA	15
ACTIVITY 6. Conduct of regular interactive sessions with stakeholders to collect information on the performance of enacted laws					FMLE, TUC, NLC, NECA	8
ACTIVITY 7. Workshops for building consensus among the tripartite partners on compliance with laws					FMLE, TUC, NLC, NECA	10
ACTIVITY 8. Monitoring of indices and targets for outcome 1.2					FMLE, NBS	5
OUTCOME 1.3: Approved revised sanctions deter breach of the laws and removed impunity						
ACTIVITY 1 Conduct of baseline surveys on all indicators and targets					FMLE, TUC, NLC, NECA, NBS	10
ACTIVITY 2 Identification of occurrence of inadequate or inappropriate sanctions					FMLE, TUC, NLC, NECA, IAP, NIC	5
ACTIVITY 3 Review of sanctions for breach of the laws					FMLE, TUC, NLC, NECA, IAP, NIC	8
ACTIVITY 4 Amendment of laws that require upward review of sanctions					FMLE, TUC, NLC, NECA, IAP, NIC	10
ACTIVITY 5 Identify and prescribe punitive penalties					FMLE, TUC, NLC, NECA, IAP, NIC	5

ACTIVITY 6 Identify and prescribe non-monetary sanctions					FMLE, TUC, NLC, NECA, IAP, NIC	5
ACTIVITY 7 Conduct integrated inspection of factories to monitor compliance					FMLE, NBS	10
ACTIVITY 8						
ACTIVITY 9.						
ACTIVITY 10						
ACTIVITY 11 . Monitoring of indices and targets for outcome 1.2					FMLE, NBS	5

GOAL 2. BUILT & STRENGTHENED SOCIAL CONSTITUENTS, INSTITUTIONS AND BODIES RECOGNISED FOR THE CONDUCT OF INDUSTRIAL RELATIONS FOR SOCIAL DIALOGUE AND TRIPARTISM PLUS.						
	2023	2024	2025	2026	AGENCY RESPONSIBLE	ESTIMATED COST
OUTCOME 2:1 Improved Operational Efficiency And Strengthened Capacity Of The FMLE And Tripartite partners For Service Delivery						
ACTIVITY 1 Training of labour officers on monitoring of labour standards and ILO reporting	50				FMLE, ILO	5
ACTIVITY 2 Training of 30 labour officers on social dialogue	30				FMLE, ILO	3
ACTIVITY 3 Training of Implementing agencies on the relevant ILO Standards, Conventions and Nigeria Labour Laws on social dialogue to enable them function effectively	250	250			FMLE, ILO, Tripartite partners	20
ACTIVITY 4 Train 220 tripartite partners on Labour inspection	120	100			FMLE, ILO, Tripartite partners	22
ACTIVITY 5 Reviving of the National Labour Advisory Council					FMLE, ILO, Tripartite partners	15
ACTIVITY 6 Training and capacity building for staff of the FML on occupational safety and health	40				FMLE, ILO, Tripartite partners	10
ACTIVITY 7 Town Hall meetings of stakeholders on contemporary employment relations		120			FMLE, ILO, Tripartite partners	12
ACTIVITY 8 Training and capacity building for the Implementing Agencies of NIRP	30				FMLE, ILO, Tripartite partners	10
ACTIVITY 9:Monitoring of indices and targets for outcome 2.1					FMLE, NBS	
OUTCOME 2.2: Enhanced Capacity Of Relevant Implementing Agencies Of The NIRP						
ACTIVITY 1 Procurement and maintenance of 100PCs, [50 laptops and 50 desk top], 4 project vehicles[1 each for FMLP, TUC, NLC NECA], 10 projectors, 10 photocopying machines, and consumables, 10 Projectors. 10 photocopying machines and consumables					FMLE, ILO, Tripartite partners, FMF	62.7
ACTIVITY 2 Human capital capacity building of Core professionals – of the stakeholders for	185	185	185		FMLE, ILO, FCSC, Head of Service,	55.5
ACTIVITY 3 Train professional staff for implementing Agencies [NLC, TUC, NECA, IAP, NIC, Fed Min of Fin, National Productivity Centre etc.]	100	100	100		FMLE, ILO, NLC, TUC, NLAC,	30
ACTIVITY 4 Enact and implement the Collective Labour Relations Bill and other outstanding bills into Law					FMLE, Ministry of Justice, National Assembly, Tripartite partners and other relevant stakeholders	5
ACTIVITY 5: Increase the establishment size of the FMLE to cope with increased workload					FMLE, ILO, FCSC, Head of Service,	1B
ACTIVITY: 6 Establish and equip National Labour Advisory Council [Capital Equipment - Office					All ILO Constituents	1B

accommodation, Office equipment, Staff recruitment, Motor vehicles, PC, etc]						
ACTIVITY 8 Sensitization of stakeholders on the provisions of the new labour laws					FMLE, Fed min of Information, Media Houses, Tripartite partners	15
ACTIVITY 9 Identify the need and areas or new roles to be played by the FMLE in regulating industrial relations in Nigeria					FMLE, Tripartite partners	5
ACTIVITY 10 Investigative and diagnostic studies on multiple salary structure in MDAs for NSIWC					NSIWC, FMLE, NLAC	15
ACTIVITY 11:Monitoring of indices and targets for outcome 2.2					FMLE, NBS	5
OUTCOME 2.3: Strengthened Capacities and knowledge-based economy for effective programme delivery In A Post-Digital World.						
ACTIVITY 1 Conduct baseline surveys on the challenges of implementation of collective bargaining in both public and private sector					Research institutes, ILO, FMLE and its constituents, NBS.	20
ACTIVITY 2 Mapping and characterization of the informal economy with a view to formalizing them for effective social dialogue					FMLE, NABTEB, Micro-finance institutions, NGOs, NBS,NECA	20
ACTIVITY 3 Internet connectivity and functional website hosting on social dialogue					FMST, FMLE, NIIT.	35
ACTIVITY 4 Stakeholders training in ICT deployment – robotics, artificial intelligence - for service delivery					FMST, FMLE, NIIT, Tripartite partners	30
ACTIVITY 5 Conduct and review of researches on growing the Nigerian economy within the global context: implications for employment relations					FMLE, Tripartite partners	15
ACTIVITY 6 Development of ICT applications software in local languages for the Nigerian work environment					FMLE, Tripartite partners, FMST, FMIDG	10
ACTIVITY 7 Capacity building for the tripartite partners on the future of work including remote working					FMLE, Tripartite partners, FMST, NLERA	10
ACTIVITY 8 Conduct studies and workshops on Covid-19 pandemic and implications for employment relations and employment laws					FMLE, Tripartite partners	10
ACTIVITY 9: Measurement and Monitoring of indices and targets for outcome 2.3					FMLE, NBS	5

GOAL 3: EFFECTIVE COMMUNICATION OF THE NIRP IMPACTS POSITIVELY ON HUMAN RESOURCE MANAGEMENT POLICIES AND PRACTICES DEPLOYED BY THE TRIPARTITE PARTNERS AND THE PUBLIC FOR SERVICE DELIVERY						
	2023	2024	2025	2026	AGENCY RESPONSIBLE	ESTIMATED COST
OUTCOME 3.1: Enhanced industrial relations capacity of workers leads to improved work performance						
ACTIVITY 1 Design, production and approval of the NIRP					FMLE, ILO, Tripartite partners	5
ACTIVITY 2 Dissemination of the NIRP					FMLE, Tripartite partners	5
ACTIVITY 3 Capacity building for tripartite partners on their duties, responsibilities and limitations as industrial relations actors					FMLE, ILO, Tripartite partners	6
ACTIVITY 4 Production and distribution of a handbook on best practices in industrial relations					FMLE, ILO, Tripartite partners	8
ACTIVITY 5 Visitations to factories and workplaces educating stakeholders on the NIRP					FMLE, Tripartite partners	4

ACTIVITY 6 Facilities are prescribed by FMLE to assist physically challenged persons at work					FMLE, ILO, Tripartite partners	5
ACTIVITY 7 Provisions for social security nets are made by the FMLE for implementation by employers					FMLE, ILO, Tripartite partners	4
ACTIVITY 8 Policy document to empower Domestic trade unions to monitor employment relations processes and reports OSH challenges or model practices to FMLE					FMLE, ILO, Tripartite partners	5
ACTIVITY 9: Measurement and Monitoring of indices and targets for outcome 2.3					FMLE, NBS	5
OUTCOME 3.2: Informed Workers And Management Instigate Organisational Peace And Effectiveness						
ACTIVITY 1 Production and sharing of the code of conduct document					FMLE, ILO, Tripartite partners	10
ACTIVITY 2 Establish IR forum in all the states and FCT under the supervision of zonal directors					FMLE, ILO, Tripartite partners	5
ACTIVITY.3 Registering and Monitoring of all contracts of employment by the FMLE					FMLE, Tripartite partners, NBS	5
ACTIVITY 4 Creating awareness for all workers on the role of labour courts by the FMLE					FMLE, Tripartite partners	5
ACTIVITY 5. Regulating the industrial relations practices of private employment agencies					FMLE, , Tripartite partners	4
ACTIVITY 6. Review of labour laws that have lasted for five years or more					FMLE, Tripartite partners	3
ACTIVITY 7. Institutionalisation of reward system in the workplace					FMLE, Tripartite partners	3
ACTIVITY 8. Sensitization and advocacy through media mobilisation, adverts, jingles, newspapers, billboards, fliers, social media to publish the NIRP for the benefits of people at work					FMLE, , Tripartite partners	7
ACTIVITY 9 Capacity building for tripartite partners to increase information to staff and reduce unfair labour practices					FMLE, ILO, Tripartite partners	5
ACTIVITY 10: Measurement and Monitoring of indices and targets for outcome 3.2					FMLE, NBS	5
OUTCOME 3.3: Equal Employment Recruitment Practices Supports Gender And Sustainable Development Goals						
ACTIVITY 1 Writing and publishing an equal employment recruitment blueprint for men and women in the workplace					FMLE, Tripartite partners	10
ACTIVITY 2 Review of prevailing human resource management policy on recruitment					FMLE, Tripartite partners	5
ACTIVITY 3 Prioritization of the employment of physically challenged people at work					FMLE, Tripartite partners	10
ACTIVITY.4 Investigation of progress in gender mainstreaming in workplace employment					FMLE, Tripartite partners, NBS	5
ACTIVITY 5 Writing of policy on design or redesign of workplace premises to accommodate the physically challenged					FMLE, Tripartite partners	5
ACTIVITY 6 Capacity building for tripartite partners on pensioners welfare					FMLE, Tripartite partners	8
ACTIVITY 7 Capacity building programmes for law enforcement officers					FMLE, Tripartite partners, NPF	4
ACTIVITY.8 FMLE policy suggestions for critical areas of workplace infrastructure					FMLE, Tripartite partners	4
ACTIVITY 9. FMLE policy suggestions for critical areas of corruption eradication at work					FMLE, Tripartite partners	4
ACTIVITY 10: Measurement and Monitoring of indices and targets for outcome 3.2					FMLE, NBS	5