



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

THE STATE LABOUR INSPECTORATE AS A MECHANISM FOR PROTECTING THE LABOUR RIGHTS OF EMPLOYEES: LEGAL FRAMEWORK AND PRACTICE IN THE REPUBLIC OF UZBEKISTAN

Turaev Javokhir

Independent researcher, Republic of Uzbekistan

Abstract

The article is devoted to the legal status and practical activity of the State Labour Inspectorate as the central institution for protecting the labour rights of employees in the Republic of Uzbekistan. The author considers the history of the establishment of the Inspectorate, its place within the structure of the Ministry of Employment and Poverty Reduction, its functions and powers, and the procedure for conducting inspections and examining the appeals of citizens. Special attention is paid to the digitalisation of the Inspectorate's activity and to the transition towards a preventive, risk-based model of labour inspection carried out in cooperation with the International Labour Organization. On the basis of the analysis of the legal framework and practice, the author identifies the problems that reduce the effectiveness of the Inspectorate and proposes measures for its further development. It is concluded that the strengthening of the State Labour Inspectorate is a key condition for the real protection of the labour rights of employees in Uzbekistan.

Keywords: State Labour Inspectorate, labour rights protection, labour inspection, Ministry of Employment and Poverty Reduction, Labour Code, risk-based supervision, digitalisation, ILO Convention No. 81, Republic of Uzbekistan.



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

Among the various institutions engaged in the protection of the labour rights of employees, a special place belongs to the state labour inspection. It is precisely the labour inspection that carries out the direct, specialised and systematic supervision over the observance by employers of the requirements of labour legislation, and it is to the inspection that employees most often turn in the event of the violation of their rights. For this reason the study of the legal status, functions and practical activity of the State Labour Inspectorate is of particular importance for understanding the real state of the protection of labour rights in the country.

In the Republic of Uzbekistan the labour inspection has passed through a notable path of institutional development. The re-establishment of the State Labour Inspectorate at the end of 2018 with expanded powers marked a new stage in the state policy of protecting labour rights, and the adoption of the new Labour Code, which entered into force on 30 April 2023, consolidated the modernised legal foundation of its activity. The active cooperation of Uzbekistan with the International Labour Organization in matters of labour inspection and occupational safety, which has intensified in recent years, demonstrates the strategic significance attached by the state to this institution.

The purpose of the present article is to reveal the legal status of the State Labour Inspectorate of the Republic of Uzbekistan as a mechanism for the protection of the labour rights of employees, to analyse its functions, powers and practice, and to determine the directions of its improvement. In accordance with this purpose the following tasks are set: to trace the history of the establishment and the legal status of the Inspectorate; to reveal its functions and powers; to characterise the procedure of the conduct of inspections and of the examination of the appeals of the citizens; to examine the cooperation of the Inspectorate with the International



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

Labour Organization; and to identify the problems of its activity and the directions of its improvement.

The methodological basis of the research is constituted by the general scientific and the special legal methods of cognition, including the formal-legal, the systemic-structural and the comparative-legal methods. The normative and the empirical basis of the research is formed by the Constitution of the Republic of Uzbekistan, the Labour Code, the Law 'On Employment of the Population', the ratified conventions of the International Labour Organization, and the data on the activity of the Inspectorate and the materials of the cooperation of Uzbekistan with the ILO.

The State Labour Inspectorate of the Republic of Uzbekistan in its modern form was re-established at the end of 2018. The re-establishment of the Inspectorate was accompanied by the broadening of its responsibilities and authority to oversee and to promote the realisation of the rights of workers, and the level of its staffing was subsequently increased. This step reflected the general orientation of the state reforms towards the strengthening of the social protection of the population and the enhancement of the guarantees of labour rights.

According to its legal status, the State Labour Inspectorate is a structural subdivision of the Ministry of Employment and Poverty Reduction of the Republic of Uzbekistan, which is the administrative body responsible for the implementation of the state policy in the sphere of employment, labour migration and labour relations and which reports to the Cabinet of Ministers. The inclusion of the Inspectorate within the structure of this ministry ensures the connection between the supervisory activity and the general state policy in the labour sphere and permits the coordination of the protection of the rights of already employed persons with the tasks of promoting employment and reducing poverty.



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

The legal basis of the activity of the Inspectorate is constituted by the Labour Code of the Republic of Uzbekistan in the edition that entered into force on 30 April 2023, the Law 'On Employment of the Population' of 20 October 2020, and the by-law acts that regulate the procedure for conducting inspections and define the powers of labour inspectors. In its activity the Inspectorate is also guided by the ratified conventions of the ILO, above all by the Labour Inspection Convention, 1947 (No. 81), which establishes the international standards for the organisation and functioning of the system of labour inspection.

The organisational structure of the Inspectorate is built on the territorial principle. The central apparatus carries out the general management, the methodological guidance and the coordination of the activity, while the territorial subdivisions conduct the direct inspections and examine the appeals of the citizens on the ground. Such a construction ensures both the unity of the supervisory policy throughout the country and the possibility of taking into account the local specificity of the labour relations in the different regions. The formation of the Inspectorate as a part of the ministry responsible for the employment and the reduction of poverty reflects the integrated approach of the state to the labour sphere, within which the protection of the rights of the employed persons is combined with the promotion of employment and with the social protection of the population.

The labour inspection represents a specialised state institution created for the purpose of the systematic supervision over the observance of labour legislation. In the international practice the labour inspection is regarded as one of the key elements of the system of the labour administration, and its role is enshrined in the acts of the International Labour Organization, above all in the Labour Inspection Convention, 1947 (No. 81). The peculiarity of the labour inspection consists in the fact that it carries out the direct, professional and continuous



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

supervision over the observance of labour legislation by the employers, which distinguishes it from the general supervisory bodies of a wider competence.

Within the system of the protection of the labour rights of employees the State Labour Inspectorate occupies the central place, since it is precisely to it that the functions of the specialised supervision are entrusted and it is to it that the employees most often turn in the event of the violation of their rights. Alongside the Inspectorate, the protection of labour rights is also carried out by the prosecutor's office, which exercises the supreme supervision over the execution of the laws, by the courts and the other bodies for the consideration of labour disputes, and by the trade unions, which realise the public control. However, it is the labour inspection that constitutes the most specialised and the most accessible instrument of the protection of labour rights, capable of the operative reaction to the violations and of the taking of the measures for the restoration of the rights of the employees.

The effectiveness of the whole system of the protection of labour rights to a considerable degree depends on the effectiveness of the labour inspection. Where the inspection functions effectively, possesses the sufficient powers, the qualified staff and the modern instruments of work, the labour rights of the employees receive a real guarantee. On the contrary, the weakness of the inspection, its insufficient staffing or the limitation of its powers inevitably lead to the reduction of the level of the protection of labour rights. For this reason the strengthening of the State Labour Inspectorate is regarded as one of the priority tasks of the state policy in the labour sphere.

The main function of the State Labour Inspectorate consists in the supervision over the observance by employers of the requirements of labour legislation, including the norms on the conclusion and termination of employment contracts, on working time and rest time, on the remuneration of labour, on labour



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

protection and occupational safety, and on the labour of the categories of workers in need of enhanced protection. This function is realised both through the conduct of inspections and through the examination of the appeals and complaints of citizens.

In order to fulfil its functions, the Inspectorate is endowed with a set of powers. It has the right to conduct inspections of the activity of employers on questions of compliance with labour legislation; to demand from employers the presentation of documents and information necessary for the exercise of supervision; to issue binding instructions on the elimination of the detected violations within a fixed period; to draw up the materials on administrative offences in the sphere of labour; and, in the presence of the corresponding grounds, to forward the materials to the prosecutor's office and to other law enforcement bodies. In addition, the Inspectorate takes measures for the restoration of the violated rights of the employees and renders assistance to the citizens whose rights have been infringed.

The functions of the Inspectorate may be systematised into several groups. The supervisory function, which is the main one, consists in the monitoring of the observance of labour legislation by the employers. The protective function is aimed at the direct defence of the violated rights of the employees and at their restoration. The preventive function is realised through the prevention of the violations, through the explanatory and the educational work. The signalling and the analytical function consists in the accumulation and the analysis of the information about the state of the observance of labour legislation, which permits the identification of the problematic spheres and the elaboration of the proposals for the improvement of the legislation and the practice. In their totality these functions characterise the Inspectorate as a complex and multifaceted institution of the protection of labour rights.



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

An important direction of the activity of the Inspectorate is the examination of the appeals of citizens. According to the data of the labour authority, in 2020 the Inspectorate examined tens of thousands of complaints and assisted in the restoration of the rights of workers in thousands of cases. These figures reflect both the high demand of the population for the protective activity of the Inspectorate and the considerable scale of the violations of labour rights, which requires the further strengthening of the institution.

The activity of the State Labour Inspectorate is realised primarily through the conduct of inspections of employers. The inspections may be scheduled, carried out in accordance with the approved plans, and unscheduled, initiated as a rule on the basis of the appeals and complaints of citizens or of information about violations obtained from other sources. In accordance with the general policy of the state on the reduction of the administrative pressure on business entities, the emphasis in the organisation of inspections is gradually shifting from the punitive approach towards prevention and towards the assessment of risks, which permits the concentration of the resources of the Inspectorate on the objects with the highest probability of violations.

A characteristic feature of the modern activity of the Inspectorate is its digitalisation. Employees have the possibility to report the violation of their labour rights through the electronic channels of the Inspectorate — a specialised online portal, a messenger bot and a telephone hotline. The electronic channels of appeal simplify access to the protection of rights, guarantee the recording of complaints and enable the monitoring of the dynamics and structure of violations. The digital transformation of the labour inspection is being carried out, among other things, on the basis of the study of foreign experience: thus, a delegation of the Inspectorate studied the experience of the functioning of the inspection system and of preventive work in a number of countries with the support of the ILO.



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

Following the examination of an appeal or the conduct of an inspection and the detection of a violation, the Inspectorate issues a binding instruction on its elimination, raises the question of bringing the guilty persons to responsibility and takes measures for the restoration of the rights of the employees. The responsibility for the violation of labour legislation, depending on the character of the offence, may be disciplinary, material, administrative or criminal. In this way the procedure of the Inspectorate's activity is directly connected with the mechanism of legal responsibility and ensures the practical, and not merely nominal, protection of the rights of employees.

The development of the State Labour Inspectorate of Uzbekistan takes place in close cooperation with the International Labour Organization. Within the framework of the Decent Work Country Programme and of the specialised projects on the improvement of the systems of labour inspection and of occupational safety and health, the ILO renders assistance to Uzbekistan in the strengthening of the capacity of the inspection, in the training of inspectors and in the modernisation of the practice of workplace safety and supervision.

The reference point of the reform is constituted by the international labour standards, above all the Labour Inspection Convention, 1947 (No. 81), and the conventions in the sphere of occupational safety and health. The ILO benchmarks concerning the ratio of the number of inspectors to the size of the labour force serve as a guide for the assessment of the adequacy of the staffing of the inspection, although the latest guidance of the organisation emphasises a more holistic evaluation of the national context rather than the reliance on a single ratio alone. The tripartite dialogue with the participation of the state, of the associations of employers and of the associations of workers is regarded as an essential element of the effective functioning of the system of labour inspection.



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

The practical results of this cooperation are manifested in the transition to a preventive, risk-based model of inspection, in the digital transformation of the activity of the Inspectorate and in the raising of the qualification of its staff. The study of the foreign experience of the organisation of the inspection systems permits Uzbekistan to select and to adapt the elements most suited to the national context, which contributes to the gradual harmonisation of the national practice with the international standards.

A concrete manifestation of this cooperation is the participation of the representatives of the Inspectorate in the study visits and the training events organised with the support of the ILO. Thus, the delegations of the labour authority of Uzbekistan studied the experience of the functioning of the inspection systems and of the organisation of the preventive work in the foreign states, which permits the adaptation of the corresponding practices to the national context. The tripartite seminars and the capacity-building events, bringing together the representatives of the ministry, of the associations of the employers and of the associations of the workers and the specialists of the ILO, contribute to the modernisation of the practice of the workplace safety and of the inspection and to the strengthening of the national governance in the sphere of occupational safety and health. Such a cooperation reflects the transition from the ratification of the international standards to their effective national implementation.

One of the most significant directions of the development of the State Labour Inspectorate of Uzbekistan is its digital transformation. The digitalisation of the activity of the Inspectorate is carried out along several lines: the creation of the electronic channels for the appeal of the citizens, the introduction of the electronic systems of the accounting and the analysis of the violations, and the transition to the risk-based selection of the objects of inspection on the basis of the analysis of the data. The digital instruments permit the raising of the effectiveness of the



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

supervision, the reduction of the administrative burden on the conscientious employers and the concentration of the resources on the objects with the highest probability of violations.

The electronic channels for the appeal of the citizens play a particularly important role. Through the specialised online portal, the messenger bot and the telephone hotline the employees have the possibility to report the violation of their rights promptly and without excessive formalities. The electronic channels lower the barrier for the citizens seeking the protection of their rights, guarantee the recording of the complaints and permit the monitoring of the dynamics and the structure of the violations. This is especially important for the categories of the employees who, by virtue of the geographical or other circumstances, have limited access to the traditional forms of the appeal to the state bodies.

The digital transformation of the labour inspection of Uzbekistan is carried out, among other things, on the basis of the study of the foreign experience and with the support of the International Labour Organization. The advanced digital instruments, combined with the preventive and the risk-based approach and with the strong system of the social insurance, are regarded as the components of the modern model of the labour inspection towards which Uzbekistan is orientated. The digitalisation not only raises the effectiveness of the supervision but also increases its transparency, which contributes to the growth of the trust of the citizens in the institution of the labour inspection.

Notwithstanding the achieved progress, the activity of the State Labour Inspectorate is accompanied by a number of problems. The first of them is the limited reach of the informal sector of the economy. The employees engaged in the informal sector, where the labour relations are frequently unregistered, often remain outside the field of vision of the Inspectorate and are reluctant to report the violation of their rights for fear of the loss of earnings; as a result the most



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

vulnerable workers turn out to be the least protected. The extension of the protective reach of the Inspectorate to the informal sector constitutes one of the most important tasks.

The second problem concerns the sufficiency of the personnel and resource provision of the Inspectorate. In order to fulfil effectively its tasks, the inspection must have an adequate number of qualified inspectors possessing a modern methodology of work. The strengthening of the professional capacity of the staff, their regular training and the mastering of a risk-oriented approach are important conditions for the raising of the effectiveness of the inspection. The third problem lies in the necessity of a clearer coordination of the Inspectorate with the other bodies participating in the protection of labour rights — the prosecutor's office, the specialised supervisory bodies and the trade unions — in order to avoid the duplication of functions and the gaps in supervision.

Proceeding from the identified problems, the following directions for the improvement of the activity of the State Labour Inspectorate may be proposed: the further digital transformation of the inspection and the development of its electronic services; the completion of the transition to a preventive and risk-based model of supervision; the extension of the protective reach to the informal sector; the strengthening of the personnel potential and of the professional training of inspectors; the deepening of the coordination with the other bodies of protection; and the continued harmonisation of the national practice with the international standards of the ILO on the basis of tripartite dialogue.

The effectiveness of the activity of the State Labour Inspectorate is inseparably connected with the mechanism of the legal responsibility for the violation of labour legislation. The detection of a violation would remain without practical consequences if it were not accompanied by the possibility of the application of the measures of influence to the offenders. In this connection the Inspectorate is



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

endowed with the power to draw up the materials on the administrative offences in the sphere of labour and to raise the question of bringing the guilty persons to responsibility, and its instructions on the elimination of the detected violations are binding upon the employers.

The responsibility for the violation of labour legislation, depending on the character and the gravity of the offence, may be disciplinary, material, administrative or criminal. The administrative responsibility, expressed as a rule in the imposition of the fines on the officials and on the legal entities, occupies the central place in the practice of the Inspectorate. For the most grave violations, such as the gross breach of the rules on labour protection entailing the serious consequences for the life and health of the employees, the criminal responsibility is provided. The connection of the activity of the Inspectorate with the institution of responsibility ensures the real, and not merely nominal, character of the protection of labour rights.

At the same time the practice reveals the importance of the enforcement of the decisions of the Inspectorate. The binding instructions on the elimination of the violations acquire the practical significance only under the condition of the control over their execution and of the inevitability of the responsibility for their non-fulfilment. In this connection the strengthening of the mechanisms of the control over the execution of the decisions of the Inspectorate and the ensuring of the inevitability of the sanctions constitute an important condition of the effectiveness of the protection of labour rights. The digitalisation of the activity of the Inspectorate, which permits the monitoring of the execution of the instructions in the electronic form, opens the additional possibilities for the enhancement of the effectiveness of the enforcement.

The conducted analysis demonstrates that the State Labour Inspectorate occupies the central place in the system of the protection of the labour rights of employees



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

in the Republic of Uzbekistan. Re-established at the end of 2018 with expanded powers and operating within the structure of the Ministry of Employment and Poverty Reduction, the Inspectorate carries out the specialised supervision over the observance of labour legislation, examines the appeals of citizens and takes measures for the restoration of the violated rights. The new Labour Code, which entered into force on 30 April 2023, together with the other acts of labour legislation and the ratified conventions of the ILO, forms the legal foundation of its activity.

At the same time the effectiveness of the Inspectorate is restrained by the limited reach of the informal sector, by the questions of the personnel and resource provision and by the necessity of a closer coordination with the other bodies of protection. The prospects for the development of the institution are connected with its digital transformation, with the transition to a preventive and risk-based model of inspection, with the extension of the protective reach and with the further harmonisation of the national practice with the international labour standards. The consistent strengthening of the State Labour Inspectorate constitutes a key condition for the genuine, and not merely declarative, protection of the labour rights of employees in Uzbekistan.

References

1. Constitution of the Republic of Uzbekistan. — Tashkent: Adolat, 2023.
2. Labour Code of the Republic of Uzbekistan (approved by the Law of the Republic of Uzbekistan No. ZRU-798 of 28 October 2022; entered into force on 30 April 2023). — National Database of Legislation of the Republic of Uzbekistan.
3. Law of the Republic of Uzbekistan 'On Employment of the Population' of 20 October 2020. — National Database of Legislation of the Republic of Uzbekistan.



World Conference on Social Sciences, Law and Public Policy

Hosted Online from Toronto, Canada

Date: 26th June 2026

Website: <https://econferencia.com>

-
4. Labour Inspection Convention, 1947 (No. 81). — Geneva: International Labour Organization.
 5. Decent Work Country Programme for the Republic of Uzbekistan 2021–2025. — Geneva: International Labour Organization, 2021.
 6. Delegation of the State Labour Inspectorate of Uzbekistan Studied Austria's Experience in the Functioning of the Labour Inspection System. — International Labour Organization, News, 4 December 2025.
 7. Official website of the Ministry of Employment and Poverty Reduction of the Republic of Uzbekistan. — URL: <https://gov.uz/en/bv>.