



**TÜRKMENISTANYŇ HÖKÜMETI BILEN HALKARA ZÄHMET GURAMASYNYŇ
ARASYNDA
HYZMATDAŞLYK ETMEK BOÝUNÇA ÇÄRELERIŇ 2024-2025-NJI ÝYLLAR ÜÇIN
ÝOL KARTASY**

**ДОРОЖНАЯ КАРТА МЕРОПРИЯТИЙ ПО СОТРУДНИЧЕСТВУ МЕЖДУ
МЕЖДУНАРОДНОЙ ОРГАНИЗАЦИЕЙ ТРУДА И ПРАВИТЕЛЬСТВОМ
ТУРКМЕНИСТАНА
НА 2024 – 2025 ГГ.**

ILO AND GOVERNMENT OF TURKMENISTAN FOR 2024-2025

ROADMAP OF COOPERATION ACTIVITIES BETWEEN THE INTERNATIONAL LABOUR ORGANIZATION AND THE GOVERNMENT OF TURKMENISTAN FOR 2024-2025

Key priority components

1. The right of citizens to work is guaranteed by the Constitution, including the right to choose a profession, occupation and place of work, to healthy and safe working conditions, and to protection against unemployment. Forced or compulsory labour is prohibited. In this regard, the following is prohibited:
 - a. Any practice of compelling or forcibly mobilizing persons working in enterprises, regardless of form of ownership, or any other person under or over 18 years of age to pick cotton;
 - b. Collection of cotton by employees of enterprises (organizations, institutions) of all forms of ownership during the working week in the working hours established by the schedule;
 - b. Any practice that requires public or private sector employees or any other person to pick cotton or hire pickers or pay for replacement pickers or otherwise finance the picking of cotton.
2. The Constitution and legislation of Turkmenistan prohibit the worst forms of child labour. Turkmenistan is a party to the international legal instruments (conventions) on the prohibition of child labour and the rights of the child. In this regard it is needed to:
 - a. Prepare recommendations to bring Turkmenistan's national legislation on the prohibition of child labour in line with international standards, including revising the list of jobs, professions and positions with harmful and hazardous working conditions and including activities related to cotton harvesting;
 - b. Important attention should be paid to measures to ensure compliance with the law on the minimum age for employment and conclusion of labour contracts, including preventing the involvement of children under 18 years of age in cotton harvesting.

3. Develop and implement awareness raising activities to prevent the mobilization and involvement of child labour, targeting local public authorities, social partners and the general public. In this regard it is needed to:
 - a. Government political statements should include the following: (1) work during cotton picking should be voluntary and fairly paid, (2) the practice of collecting money from workers in connection with cotton picking is prohibited and those who engage in this practice will be punished according to the law, (3) cotton picking negatively affects the health and education of children, and (4) the involvement of children under the age of 18 in cotton picking is prohibited;
 - b. Develop and implement a plan to disseminate relevant information to stakeholders, local government and daikhan associations, employers, workers and the general public on how to identify and report risks and incidents, including unacceptable practices in hiring pickers before and during the cotton harvest.
4. The minimum wage is guaranteed by Turkmenistan's legislation, and this norm must be respected in all sectors, including work related to cotton harvesting. To this end, it is suggested that:
 - a. Analyze the feasibility of establishing a minimum wage for cotton pickers, through research and consultation;
 - b. Discuss through social dialogue with the government and social partners the possibility of defining and establishing a minimum wage (per 1 kg of cotton) for the 2024 harvest, based on an analysis and comparison of wages established in Turkmenistan, in order to incentivize voluntary harvesting;
 - c. Organization of seminars, trainings, round tables and study tours to explore methods and international experience proposed by the ILO to determine the minimum wage, including its application in seasonal and temporary work.
5. Turkmenistan is actively working on joining ILO Conventions. Turkmenistan is currently conducting consultations on accession to Convention No. 129 on Inspection in Agriculture and Convention No. 102 on Minimum Standards of Social Security. Accession to these conventions and reform of the existing

labour inspection system in Turkmenistan will play an important role in achieving the set goals. Therefore, the following is suggested:

- a. To provide technical support to Turkmenistan on accession to ILO Conventions 129 and 102,
- b. To analyze national legislation and make recommendations on measures to be implemented to improve the labour inspection system in Turkmenistan;
- c. To analyze the compliance of the national legislation of Turkmenistan with the norms of the Convention 102 on minimum standards of social security and to prepare recommendations.

6. In order to complement and clarify the ILO analysis of working conditions in Turkmenistan carried out during the 2023 cotton harvest, which is important to understand the real situation in this area and to identify activities to be undertaken in the future, an ILO observance is foreseen for 2024, which will cover the entire cotton harvest period from August to December 2024 and all the regions. To do this:

- a. A memorandum of understanding will be signed between the Government of Turkmenistan and the ILO to organize an observance of working conditions in Turkmenistan;
- b. Working conditions and public policy implementation will be monitored in accordance with the ILO methodology

7. In addition to the above, it is intended to introduce a simple and accessible way for all employees to communicate and file complaints, which will involve the social partners and the Ombudsman's office.

№	Goal	Public organization in charge	Partners	Time frame	Expected result
1. Priority actions aimed at strengthening the policy framework to prevent mobilization and child labour					
1.1	Preventing the use of forced labour To prepare and submit a draft presidential decree on measures for well-organized cotton harvesting in order to legislate norms that do not allow forced or compulsory labour in cotton harvesting.	Mejlis, Ministry of Foreign Affairs, Ministry of Agriculture, Turkmenpagta state concern, Ministry of Adalat, Ministry of Labour and Social Protection of the Population, velayats' municipal administrations	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024	A clear framework prohibiting and punishing any practices of mobilization or recruitment or payment established at the central level. This is important to eliminate loopholes or ambiguities that may allow practices that contravene the C29.
1.2	To prevent child labour a. To revise the list of jobs, professions and positions with harmful and hazardous working conditions and to include in it activities related to cotton picking. b. To ensure that children under the age of 18 are prevented from being involved in cotton harvesting and that minimum age of employment legislation is enforced.	Ministry of Foreign Affairs, Ministry of Labour and Social Protection of the Population, Main State Service «Turkmenstandartlary», Ministry of Health and Medical Industry, Ministry of Agriculture, Ministry of Education, Turkmenpagta state concern, velayats' municipal administrations	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024 2025	To strengthen policy frameworks and measures to prevent child labour and protect children under 18 from health and educational risks.
1.3	To develop and implement activities to raise public awareness on the prevention of mobilization and use of child labour, targeting local public authorities, social partners and the general public. a. Government political statements should include the following: (1) work during cotton	Ministry of Foreign Affairs, Ministry of Labour and Social Protection of the Population, Ministry of Agriculture, Ombudsman's Office, Institute of State, Law and Democracy, Ministry of	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024-2025	To promote the implementation of national policies and legislation through large-scale awareness-raising campaigns.

	picking should be voluntary and fairly paid, (2) the practice of collecting money from workers in connection with cotton picking is prohibited and those who engage in this practice will be punished according to the law, (3) cotton picking negatively affects the health and education of children, and (4) the involvement of children under the age of 18 in cotton picking is prohibited; b. Develop and implement a plan to disseminate relevant information to stakeholders, local government and daikhan associations, employers, workers and the general public on how to identify and report risks and incidents, including unacceptable practices in hiring pickers before and during the cotton harvest.	Education, General Prosecutor's Office (GPO) of Turkmenistan, Ministry of the Interior, velayats' municipal administrations and mass media			
1.4	To promote and set fair and decent wages for cotton pickers to incentivize voluntary cotton picking. a. Analysis of the possibility of setting the minimum wage through research and consultations b. To discuss through social dialogue with the government and social partners the possibility of determining and setting the minimum wage (for harvesting 1 kg of cotton) for the 2024 harvest, based on analysis and comparison of wages. c. Organization of seminars, trainings, round tables and study tours to explore methods and international experience proposed by the ILO to determine the minimum wage, including its application in seasonal and temporary work	Ministry of Labour and Social Protection of the Population, Ministry of Agriculture, Turkmenpagta state concern, Ministry of Adalat, velayats' municipal administrations	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024-2025	To set decent wages to encourage voluntary cotton picking and fair remuneration.

	d. If necessary, to revise (determine) the minimum wage (per 1 kg of cotton harvested) for the 2025 harvest				
1.5	Technical assistance provided by ILO a. To provide technical assistance to Turkmenistan on accession to ILO Conventions 129 and 102 b. To analyze national legislation and make recommendations on measures to be implemented to improve the functioning of the labour inspection system in Turkmenistan c. To analyze the compliance of Turkmenistan's national legislation with the Convention 102 on minimum standards of social security and to prepare recommendations	Mejlis, Ministry of Foreign Affairs, Mejlis, Ministry of Labour and Social Protection of the Population, Ministry of Agriculture, Turkmenpagta state concern, Ministry of Adalat	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024-2025	
1.6	ILO observance for 2024 and 2025 a. A memorandum of understanding will be signed between the Government of Turkmenistan and the ILO to organize an analysis of observance of working conditions in Turkmenistan b. Working conditions and public policy implementation will be monitored in accordance with the ILO methodology	Mejlis, Ministry of Foreign Affairs, Ministry of Adalat, Ministry of Labour and Social Protection of the Population, Ministry of Agriculture, Turkmenpagta state concern, velayats' municipal administrations	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024-2025	To monitor the implementation of public policy measures as well as recruitment and working conditions during the cotton harvest to assess progress.
1.7	To create an easy and accessible way for all workers to communicate and file complaints that involves social partners and the Ombudsman's office. a. To develop and implement pilot feedback/complaint mechanisms during the 2024 harvest.	Ministry of Foreign Affairs, Ombudsman's Office, Supreme Court, Ministry of Adalat, General Prosecutor's Office (GPO), Ministry of the Interior, Ministry of Labour and Social Protection of the Population,	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024-2025	To improve law enforcement, individual complaint handling and delivery of justice and accountability through accessible and

	b. To develop protection protocols that cover all individuals filing complaints, including measures to protect confidentiality, protect against retaliation, and ensure redirection to appropriate support services. c. To improve mechanisms for filing complaints regarding the 2025 harvest	Institute of State, Law and Democracy			confidential complaint processing.
2. Improving the legislative framework					
2.1.	Improving the legislative framework on forced and child labour in accordance with C29, C105, C138 and C182. a) Implementation of the ILO recommendations on legislation review and draft legislative amendments	Mejlis, Ministry of Adalat, Ministry of Foreign Affairs, Ministry of Labour and Social Protection of the Population, Ministry of Agriculture, Ombudsman's Office, General Prosecutor's Office (GPO), Institute of State, Law and Democracy	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024	National legislation is better harmonized with ratified ILO conventions
2.2	Improving regulations, rules and systems for decent employment, and working conditions of workers during cotton harvesting. a) Improving the process of regulating the hiring of cotton pickers b) Control over compliance with minimum wages for cotton pickers c) Conclusion of employment contracts with cotton pickers	Mejlis, Ministry of Foreign Affairs, Ministry of Labour and Social Protection of the Population, Ministry of Agriculture, Main State Service «Turkmenstandartlary», velayats' municipal administrations	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024-2025	Working conditions and remuneration of cotton pickers are being improved, and control over working conditions is being strengthened.
2.3	Technical assistance for the ratification of priority instruments a) Further assistance to support progress towards ratification of C81, P81 and C129.	Mejlis, Ministry of Foreign Affairs, Ministry of Labour and Social Protection of the Population, Ministry of Adalat, Institute of State, Law and Democracy, Ministry of Health	Union of Industrialists and Entrepreneurs (UIET), National	2024-2025	National authorities have the capacity to move towards ratification of ILO priority instruments, including by

	b) Capacity building and technical assistance in ratification of P.29, C155, C187 and C102.	and Medical Industry, Main State Service «Turkmenstandartlary»	Center of Trade Unions (NCTU)		strengthening national policies and legislation.
3. Law enforcement					
3.1	Technical assistance and capacity-building to enhance the prosecution of individuals and public officials found guilty of forced mobilization or extortion in connection with cotton harvesting, and imposition of appropriate penalties and sanctions for such offences. a) prompt response and investigation of complaints. b) To conduct trainings, education of prosecutors, judicial and law enforcement officials and labour unions on identifying and responding to them.	Ministry of Foreign Affairs, Supreme Court, Ombudsman's Office; General Prosecutor's Office (GPO), Ministry of Adalat, Ministry of the Interior, Ministry of Labour and Social Protection of the Population, Institute of State, Law and Democracy	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2025	Efficient activities are in place to hold those who violate national legislation to appropriate account, which has a deterrent effect.
3.2	Technical assistance to increase the affected party's access to effective remedies, including measures to prevent future harm. a) The Ombudsman's Office and relevant law enforcement and judicial officials at the central and regional levels b) Development of protocols and tools to support access to remedies	Ministry of Foreign Affairs, Ombudsman's Office, Supreme Court, General Prosecutor's Office (GPO), Ministry of Adalat, Ministry of the Interior, Ministry of Labour and Social Protection of the Population, Ministry of Health and Medical Industry	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2025	Persons and officials found guilty of forced mobilization or extortion are prosecuted and sufficiently effective and dissuasive measures are applied.

3.3	To study international experience to establish a centralized labour inspection system in accordance with C81, P81 and C129	Ministry of Foreign Affairs, Ministry of Labour and Social Protection of the Population, Main State Service «Turkmenstandartlary»,	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024-2025	
4. Broader reforms					
4.1	To create a knowledge base of measurement and opportunities for obtaining information, as well as analysis of indicators regarding risks of child labour and mobilization risks. a) A workshop on studying the international methodology of creating a database of indicators on child labour and mobilization risks, a list of indicators and sources of their generation; b) Technical assistance for the development of a database of indicators on child labour and mobilization risks c) To analyze the created database on available indicators regarding risks of child labour and risks of mobilization, and to study the further improvement of methods of collection and analysis of information on these indicators. d) Data analysis and policy formulation	State Statistics Committee; Ministry of Labour and Social Protection of the Population, Ministry of Agriculture; Ministry of Health and Medical Industry, velayats' municipal administrations	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024-2025	Improved capacity to develop flexible policies to better prevent the risks of mobilization and child labour.
4.2	To study international experience to establish a hiring system and job matching mechanism for cotton picking. a) To develop rules and regulations for public and private services for	Ministry of Foreign Affairs, Ministry of Labour and Social Protection of the Population, velayats' municipal administrations, Ministry of	Union of Industrialists and Entrepreneurs (UIET), National	2025	The fair recruitment and job matching system functions efficiently and effectively ensuring that the supply and demand

	employment, mediation and recruitment . b) Improve the work of public employment services	Adalat, Ministry of Agriculture, Turkmenpagta state concern	Center of Trade Unions (NCTU)		for cotton picking workers is aligned.
4.3	Promoting social dialog in cotton production. a) Review of the Regulations of the Tripartite Commission on Social Dialogue for compliance with the relevant ILS (C144, etc.). b) Training of social partners on effective participation in negotiations/UR/SP c) Training on the ILO supervisory mechanism and the role of SP d) Evaluation of the performance of employers' and businesses' organizations e) To improve labour legislation, legislation on trade unions	Mejlis, Ministry of Foreign Affairs, Ministry of Labour and Social Protection of the Population, Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024-2025	
4.4	Study on the impact of water scarcity and climate change on cotton production and possible diversification and job displacement	Ministry of Foreign Affairs, Ministry of Agriculture, Ministry of Labour and Social Protection of the Population, State Committee of Water Economy, Ministry of Environmental Protection,	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024	A better understanding of environmental changes and possible impacts on cotton production as well as options for possible diversification

		Turkmenpagta state concern, Academy of Sciences of Turkmenistan, velayats' municipal administrations			contribute to decision- making.
4.5	To identify possible structural reforms to improve the productivity and sustainability of cotton production, and to support decent work opportunities along the entire value chain.	Ministry of Foreign Affairs, Ministry of Agriculture, Ministry of Labour and Social Protection of the Population, Turkmenpagta state concern	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024-2025	Information and assessments to improve decision-making
5. Cooperation between the ILO and the Government					
5.1	Periodic round table to review and formulate policies and practical measures to strengthen the prevention of mobilization and child labour	Mejlis, Ministry of Foreign Affairs, Ombudsman's Office, Ministry of Labour and Social Protection of the Population All relevant ministries, institutes and departments	Union of Industrialists and Entrepreneurs (UIET), National Center of Trade Unions (NCTU)	2024-2025	Strengthened cooperation