

Committee on the Application of Standards

Part Two of the Report of
the Committee – Section II

03.06.25

113th Session, Geneva, 2025

Discussion of cases of serious failure by Member States to respect their reporting or other standards-related obligations

A. Update based on the information and reports received since the last session of the CEACR

1. Failure to supply reports for the past two years or more on the application of ratified Conventions

Countries mentioned in [paragraph 66](#) of the General Report – page 60

Afghanistan, Barbados, Comoros, Djibouti, Haiti, Marshall Islands, Papua New Guinea, Saint Lucia, San Marino, Somalia, Syrian Arab Republic, Tonga, Vanuatu and Yemen.

Since the last session of the Committee of Experts, reports on the application of ratified Conventions have been received from the following country:

Papua New Guinea: The Government has sent some reports due.

In addition, written information was received from the Governments of **Comoros, Saint Lucia** and the **Syrian Arab Republic**

See below under Part B.

Therefore, the countries invited to supply information to the Committee on the Application of Standards concerning this failure are

Afghanistan, Barbados, Comoros, Djibouti, Haiti, Marshall Islands, Saint Lucia, San Marino, Somalia, Syrian Arab Republic, Tonga, Vanuatu and Yemen.

2. Failure to supply first reports on the application of ratified Conventions for two or more years

Countries mentioned in paragraph 69 of the General Report – page 61

State	Conventions Nos
Antigua and Barbuda	– Since 2023: Conventions Nos 177, 181, 184, 185, 187 and 188
Comoros	– Since 2023: Conventions Nos 97 and 143
Djibouti	– Since 2022: Convention No. 183
Iraq	– Since 2022: Convention No. 185
Marshall Islands	– Since 2021: Convention No. 182
Saint Lucia	– Since 2023: Convention No. 155
Somalia	– Since 2023: Conventions Nos 97, 143, 144, 155, 181, 187 and 190
Sudan	– Since 2023: Conventions Nos 87 and 144
Tonga	– Since 2022: Convention No. 182
Tuvalu	– Since 2021: Convention No. 182
Vanuatu	– Since 2021: Convention No. 138

Since the last session of the Committee of Experts, first reports have been received from the following countries

Iraq. The Government has sent the first report on the application of Convention No 185.

Sudan. The Government has sent the first reports on the application of Conventions Nos 87 and 144.

In addition, written information was received from the Governments of **Antigua and Barbuda, Comoros and Saint Lucia**

See below under Part B.

Therefore, the countries invited to supply information to the Committee on the Application of Standards concerning this failure are

Antigua and Barbuda, Comoros, Djibouti, Marshall Islands, Saint Lucia, Somalia, Tonga, Tuvalu and Vanuatu.

3. “Urgent appeals” – Failure to supply reports on the application of ratified Conventions for at least three years

Observations concerning particular countries (Part II of the CEACR Report – page 95)

Afghanistan, Antigua and Barbuda, Barbados, Comoros, Congo, Djibouti, Haiti, Iraq, Marshall Islands, Papua New Guinea, Saint Lucia, Somalia, Syrian Arab Republic, Tonga, Tuvalu, Vanuatu and Yemen.

Since the last session of the Committee of Experts, reports on the application of ratified Conventions have been received from the following countries: **Iraq and Papua New Guinea**

In addition, written information was received from the Governments of **Antigua and Barbuda, Saint Lucia, Syrian Arab Republic and Comoros**

See below under Part B.

Therefore, the countries invited to supply information to the Committee on the Application of Standards concerning this failure are

Afghanistan, Antigua and Barbuda, Barbados, Comoros, Congo, Djibouti, Haiti, Marshall Islands, Saint Lucia, Somalia, Syrian Arab Republic, Tonga, Tuvalu, Vanuatu and Yemen.

4. Failure to supply information in reply to comments made by the Committee of Experts

Countries mentioned in [paragraph 74](#) of the General Report – page 63

Afghanistan, Antigua and Barbuda, Barbados, Belize, Brunei Darussalam, Burundi, Comoros, Congo, Cook Islands, Croatia, Cuba, Denmark (Greenland), Djibouti, Equatorial Guinea, Ethiopia, Gambia, Guinea, Guinea-Bissau, Haiti, Israel, Kenya, Kiribati, Liberia, Libya, Lithuania, Montenegro, Nigeria, Palau, Papua New Guinea, Saint Lucia, San Marino, Saudi Arabia, Serbia, Somalia, South Sudan, Suriname, Syrian Arab Republic, Thailand, Timor-Leste, Turkmenistan, United Kingdom of Great Britain and Northern Ireland (British Virgin Islands and Montserrat), Vanuatu, Viet Nam and Yemen.

Since the last session of the Committee of Experts, replies to all or most of the comments of the Committee of Experts have been received from the following countries

Brunei Darussalam. The Government has sent all replies to the Committee's comments.

Croatia. The Government has sent all replies to the Committee's comments.

Cuba. The Government has sent all replies to the Committee's comments.

Denmark (Greenland). The Government has sent replies to most of the Committee's comments.

Ethiopia. The Government has sent all replies to the Committee's comments.

Kenya. The Government has sent replies to most of the Committee's comments.

Kiribati. The Government has sent all replies to the Committee's comments.

Lithuania. The Government has sent all replies to the Committee's comments.

Montenegro. The Government has sent all replies to the Committee's comments.

Saudi Arabia. The Government has sent all replies to the Committee's comments.

Serbia. The Government has sent all replies to the Committee's comments.

Suriname. The Government has sent all replies to the Committee's comments.

Thailand. The Government has sent all replies to the Committee's comments.

Turkmenistan. The Government has sent all replies to the Committee's comments.

United Kingdom of Great Britain and Northern Ireland (Montserrat). The Government has sent all replies to the Committee's comments.

In addition, written information was received from the Governments of **Antigua and Barbuda, Belize, Comoros, Gambia, Guinea, Israel, Liberia, Montenegro, Saint Lucia, South Sudan, Syrian Arab Republic, Timor-Leste and Viet Nam**

See below under Part B.

Therefore, the list of countries invited to supply information to the Committee on the Application of Standards concerning this failure is as follows

Afghanistan, Antigua and Barbuda, Barbados, Belize, Burundi, Comoros, Congo, Cook Islands, Djibouti, Equatorial Guinea, Gambia, Guinea, Guinea-Bissau, Haiti, Israel, Liberia, Libya, Nigeria, Palau, Papua New Guinea, Saint Lucia, San Marino, Somalia, South Sudan, Syrian Arab Republic, Timor-Leste, United Kingdom of Great Britain and Northern Ireland (British Virgin Islands), Vanuatu, Viet Nam and Yemen.

5. Failure to supply reports for the past five years on unratified Conventions and Recommendations

Countries mentioned in [paragraph 118](#) of the General Report – page 80

Antigua and Barbuda, Barbados, Chad, Comoros, Djibouti, Dominica, Equatorial Guinea, Haiti, Kyrgyzstan, Marshall Islands, North Macedonia, Papua New Guinea, Saint Lucia, San Marino, Sao Tome and Principe, Singapore, Syrian Arab Republic, Timor-Leste, Tuvalu, Uganda and Yemen.

Since the last session of the Committee of Experts, **Antigua and Barbuda, Chad, Papua New Guinea, Sao Tome and Principe, Singapore, Uganda and Yemen** have sent reports on unratified Conventions and Recommendations

In addition, written information was received from the Governments of **Antigua and Barbuda, Comoros, Saint Lucia, Syrian Arab Republic and Timor-Leste**

See below under Part B.

Therefore, the countries invited to supply information to the Committee on the Application of Standards concerning this failure are

Barbados, Comoros, Djibouti, Dominica, Equatorial Guinea, Haiti, Kyrgyzstan, Marshall Islands, North Macedonia, Saint Lucia, San Marino, Syrian Arab Republic, Timor-Leste and Tuvalu.

6. Failure to submit instruments to the competent authorities

Countries mentioned in [paragraph 130](#) of the General Report – page 84

Angola, Bahrain, Belize, Dominica, Equatorial Guinea, Gabon, Gambia, Grenada, Haiti, Hungary, Lebanon, Liberia, Libya, Oman, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Sierra Leone, Solomon Islands, Syrian Arab Republic, Timor-Leste, Tuvalu, United Arab Emirates, Vanuatu, Yemen and Zambia.

Since the last session of the Committee of Experts, information has been received on this failure by the following countries

Angola. On 11 June 2025, Angola ratified the Social Security (Minimum Standards) Convention, 1952 (No. 102), the Employment Policy Convention, 1964 (No. 122), the Occupational Safety and Health Convention, 1981 (No. 155), the Occupational Health Services Convention, 1985 (No. 161), the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), the Domestic Workers Convention, 2011 (No. 189) and the Violence and Harassment Convention, 2019 (No. 190). According to the criteria established by the Committee of Experts, Angola is no longer in serious failure to submit.

Oman: On 20 April 2025, Oman submitted the 15 instruments adopted by the Conference between 2006 and 2023 to the Shura Council and the State Council. According to the criteria established by the Committee of Experts, Oman is no longer in serious failure to submit.

Zambia: On 13 December 2024, Zambia ratified the Violence and Harassment Convention, 2019 (No. 190). According to the criteria established by the Committee of Experts, Zambia is no longer in serious failure to submit.

In addition, written information was received from the Governments of **Angola, Bahrain, Belize, Gambia, Grenada, Lebanon, Saint Kitts and Nevis, Saint Lucia, Syrian Arab Republic, Timor-Leste and United Arab Emirates**

See below under Part B.

Therefore, the countries invited to supply information to the Committee on the Application of Standards concerning this failure are

Bahrain, Belize, Dominica, Equatorial Guinea, Gabon, Gambia, Grenada, Haiti, Hungary, Lebanon, Liberia, Libya, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Sierra Leone, Solomon Islands, Syrian Arab Republic, Timor-Leste, Tuvalu, United Arab Emirates, Vanuatu and Yemen.

B. Written information received from Governments concerned by serious failure

Angola

We would like to inform you that measures are being taken to resolve this situation as quickly as possible. It should be noted that Angolan law stipulates that all instruments submitted to the competent authority (National Assembly) must be in the official language, that is, Portuguese (translated by an internationally accredited translator).

Fortunately, this year we have obtained the official translation (into Portuguese) of the 22 instruments but due to our institutional bureaucracy the process will only be fully completed in the last quarter of the year, since the law requires that for submission we must follow the same legal procedures as for ratification, which strictly speaking means that after having the instruments translated, the next step will be the preparation of Technical Opinions and Explanatory Notes by the Ministry of Labour, which in turn must submit them to the Ministry of Foreign Affairs, which is responsible for scheduling them for discussion and consideration at the Council of Ministers' meeting (held once a month), and the latter finally

submits them to the National Assembly for receipt and possible formal approval of the accession process.

Antigua and Barbuda

Regrettably, the Government of Antigua and Barbuda has not upheld its reporting obligations due to a number of contributing factors. Firstly, the post of ILO Desk Officer within the Labour Department remained vacant for almost ten years, with Ms J'Donna Defoe being appointed to the post in December 2024. At the conclusion of the international labour standards training held in Antigua in November 2024 and facilitated by the international labour standards specialist in the Decent Work Technical Support Team in Port of Spain (Trinidad and Tobago), a team was assembled comprising Ms Defoe and other members of the Ministry, along with our wider stakeholders, to address the backlog in ILO reporting.

Work on ILO reporting is ongoing, with 13 reports having since been submitted to the ILO, five reports awaiting stakeholder feedback, and 18 reports still to be completed. It is our commitment to complete and submit all reports.

The Ministry appreciates the ILO's continued support in providing training and orientation in meeting our obligation as a constituent.

The reports submitted to the ILO are the following:

- (1) Workmen's Compensation (Agriculture) Convention, 1921 (No. 12)
- (2) Workmen's Compensation (Accidents) Convention, 1925 (No. 17) (observation 2018)
- (3) Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19)
- (4) Employment Policy Convention, 1964 (No. 122) (direct request)
- (5) Private Employment Agencies Convention, 1997 (No. 181)
- (6) Forced Labour Convention, 1930 (No. 29)
- (7) Protocol of 2014 to the Forced Labour Convention, 1930
- (8) Abolition of Forced Labour Convention, 1957 (No. 105)
- (9) Labour Inspection Convention, 1947 (No. 81) (direct request)
- (10) Minimum Wage Fixing Convention, 1970 (No. 131) (direct request)
- (11) Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) (direct request)
- (12) Right to Organise and Collective Bargaining Convention, 1949 (No. 98)
- (13) Labour Clauses (Public Contracts) Convention, 1949 (No. 94)

The reports pending stakeholders' feedback are the following:

- (1) Weekly Rest (Industry) Convention, 1921 (No. 14)
- (2) Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)
- (3) Occupational Safety and Health Convention, 1981 (No. 155) (direct request and observation)
- (4) Maternity Protection Convention, 2000 (No. 183)

- (5) Occupational Health Services Convention, 1985 (No. 161) (observation)

The reports to be completed are the following:

- (1) Right of Association (Agriculture) Convention, 1921 (No. 11)
- (2) Holidays with Pay (Agriculture) Convention, 1952 (No. 101)
- (3) Equal Remuneration Convention, 1951 (No. 100)
- (4) Discrimination (Employment and Occupation) Convention, 1958 (No. 111)
- (5) Workers' Representatives Convention, 1971 (No. 135)
- (6) Minimum Age Convention, 1973 (No. 138)
- (7) Human Resources Development Convention, 1975 (No. 142)
- (8) Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)
- (9) Labour Administration Convention, 1978 (No. 150)
- (10) Labour Relations (Public Service) Convention, 1978 (No. 151)
- (11) Collective Bargaining Convention, 1981 (No. 154)
- (12) Protocol of 2002 to the Occupational Safety and Health Convention, 1981
- (13) Termination of Employment Convention, 1982 (No. 158)
- (14) Home Work Convention, 1996 (No. 177)
- (15) Worst Forms of Child Labour Convention, 1999 (No. 182)
- (16) Safety and Health in Agriculture Convention, 2001 (No. 184)
- (17) Work in Fishing Convention, 2007 (No. 188)
- (18) Seafarers' Identity Documents Convention (Revised), 2003, as amended (No. 185)

Bahrain

In reference to the recent observations made by the Committee of Experts regarding the failure of the Government of Bahrain to submit the international labour instruments adopted by the International Labour Conference to the competent national authority, we wish to draw your esteemed attention to the fact that the Kingdom of Bahrain has diligently fulfilled all its obligations in this regard, in accordance with the constitutional framework established by the ILO.

Consistent with our national constitution and established practices, all Conventions and Recommendations adopted by the Conference are submitted to the competent authority, specifically the esteemed Council of Ministers, for ratification, encompassing all instruments adopted by the Conference from 2000 to 2023. Moreover, the Government is committed to submitting a comprehensive report to the International Labour Office during the current reporting period, detailing the procedures undertaken in the submission of Conventions and Recommendations to the competent authority.

We respectfully request that this position be given due consideration.

Belize

Belize takes the Committee's concerns seriously, particularly regarding the non-submission of instruments to the competent authority and the lack of response to previous comments.

With respect to the non-submission of ILO instruments, although initial efforts were made to initiate the process, it was not completed due to procedural uncertainties. In response, the Ministry consulted with countries sharing similar legal systems and received technical guidance from the ILO. As a result, the Government is now moving forward with submitting the instruments to the National Assembly.

Regarding the lack of response to previous comments, Belize is working to finalize its 2024 reports by the end of July. These reports will then be reviewed by the Labour Advisory Board before submission to the ILO. The Labour Department has recently replaced officers who have retired and also expanded its team; therefore we acknowledge the need for technical capacity for these new officers. We therefore respectfully request the ILO's continued support in building the skills of our officers to meet reporting obligations effectively.

Finally, we recognize that timely report preparation is often delayed by challenges in securing input from key stakeholders, including various ministries. To improve coordination, we request the ILO's support in organizing a national workshop focused on finalizing the 2025 reports and fostering greater stakeholder engagement.

We remain committed to upholding our responsibilities under the ILO Constitution and to working collaboratively to strengthen compliance and institutional capacity.

Comoros

The Comorian Government places particular emphases on promoting decent work and combating unemployment among women and young people, which are the Head of State's main aims with regard to tackling emerging challenges.

We wish to highlight that the delay in complying with our obligations owes mainly to an internal restructuring of the labour administration which hindered the regular report preparation and submission process.

We hereby inform the Committee that the reports concerning the application of ratified Conventions will be submitted to the Office's International Labour Standards Department before 1 September 2025. Those reports will provide responses to all the observations and direct requests made by the Committee of Experts in 2024, as well as other comments on the Conventions, and they will include the first report on the Social Security (Minimum Standards) Convention, 1952 (No. 102).

The Government is committed to fully respecting its international obligations, including its obligations to submit reports under article 22 of the ILO Constitution. It would be useful, however, if the ILO could provide technical assistance to Comorian stakeholders to strengthen their skills in the area of respect for obligations linked to international labour standards.

Gambia

The Government hereby conveys its apology for the long silence and we hope this apology will be honoured and valued. This letter therefore represents and demonstrates our renewed commitment to and fulfilment of ILO obligations. Notwithstanding, there are obviously challenges related to specific resources, staff attrition, sustained capacities and structural issues, just to name a few. These challenges have hugely impeded our consistency in reporting,

attendance at ILO statutory meetings, and commitment to our outstanding contribution and regular annual contributions. This is why we will not be able attend the upcoming 113th Session of the Conference.

We wish to inform the Office that we have been in close contact with the ILO Regional Office in Dakar regarding some of the challenges and it has provided technical assistance on several occasions through a mini project and also through direct support to the Ministry. We wish to acknowledge with appreciation the technical assistance offered, which undoubtedly has had a positive impact and has ensured a kind of ILO presence in the country. The technical assistance offered in 2023 included the development of the formalization strategy, capacity-building for ILO tripartite constituents, and the completion and submission of a backlog of outstanding reports. Recently, from 7 to 11 April 2025, a mission was carried out by the ILO Regional Office headed by Director Samira Daoud with technical staff, to introduce the new director, who expressed the desire to strengthen existing collaboration with the Government and social partners. The purpose of the mission was to revive cooperation between the ILO and the Government of the Gambia for a strengthened implementation of the Decent Work Agenda in the country and to encourage the Government to renew the commitment toward ILO obligations. The Regional Director's visit presented two opportunities to the Ministry, including capacity-building for the tripartite constituents and a scholarship package for four tripartite constituents with ITCILO – International Labour Standards Academy.

We further wish to state that we are aware of the several communications regarding the instruments to be submitted, the replies to the pending direct requests and observations, and the submission of reports. We are aware of the fact that this is an additional challenge and indeed an obligation to be fulfilled. All of these responsibilities present a need for technical assistance, as previously requested, to support the development of a road map with an explicit timeline to ensure a progressive commitment to the outstanding tasks and the establishment of a payment plan for the outstanding contributions. This arrangement will enable the Ministry to work toward the key Conventions, as indicated in the pyramid, which will be gradually ratified based on the proposed road map and the work of the SRM Tripartite Working Group.

Finally, we wish to reiterate the need to request technical assistance from either a local or international expert that would be hosted for a period of at least 18 months to implement the proposed road map.

We wish to assure your esteemed Office that we will deliver on these obligations, and we are hopeful that by 1 September 2025, reports will be submitted to the Office for your consideration.

Grenada

We inform the Committee that the Division of Labour has received the necessary technical support from the ILO Decent Work Team and Office for the Caribbean regarding the steps required to fulfil our reporting and other obligations. All other obligations have been fulfilled to date except the submission of outstanding instruments to the competent authorities. Please note that these instruments have already been compiled and will be submitted to the Parliament by the end of the third quarter of 2025 for its consideration.

The Government of Grenada affirms its commitment to fulfilling its obligations as an ILO Member State, including the reporting obligations under Article 22 the ILO Constitution.

Guinea

The Minister of Labour and the Civil Service acknowledges the shortcomings identified and reaffirms his determination to strengthen efforts to meet commitments towards the ILO supervisory bodies. In that regard, we wish to highlight that Guinea has benefited from the support of the ILO Office in Dakar, including through online training for a number of managers responsible for drafting reports. Direct technical assistance was also provided in the preparation of the required reports.

As part of steps to structure the reporting process, the Ministry has designated focal points within the relevant sectoral departments who are responsible for facilitating the collection of information on the application of ratified Conventions. Furthermore, it should be noted that the considerable effort made this year has allowed Guinea to submit 17 of the 23 reports requested, marking significant progress in compliance with its obligations.

At our request, a capacity-building session for managers, supported by a staff member from the International Labour Standards Department, has been planned for July. We thank you for your understanding and for the ILO's ongoing guidance in support of the efforts of the Republic of Guinea to comply with its international obligations.

Israel

We would like to clarify that any gaps in reporting were not the result of negligence or disregard, but rather stemmed from staffing constraints that temporarily affected our capacity to meet certain deadlines. For approximately a year and a half, the position of an ILO focal point within Israel's Ministry of Labour remained vacant, with interim staff making considerable efforts to maintain reporting duties under challenging circumstances. Since December 2024, Advocate Gedalia Haber has assumed the role of focal point and is actively working to prioritize, consolidate and streamline reporting processes while enhancing coordination with relevant stakeholders.

Despite these challenges, Israel has remained engaged and has submitted several reports in the recent period, as follows:

- In October 2023, Israel submitted a comprehensive set of reports on eight ratified Conventions: Conventions Nos 88, 94, 100, 111, 117, 122, 142 and 181.
- In the first quarter of 2024, a detailed report on unratified Conventions and Recommendations related to employment injury benefits, workmen's compensation (agriculture) and equality of treatment (accident compensation) was submitted and subsequently acknowledged in the Committee of Experts' General Survey "Achieving Comprehensive Employment Injury Protection".
- In December 2024, a detailed national report on occupational safety and health in relation to Conventions Nos 155 and 187 (not yet ratified by Israel) was submitted. Israel's contribution was duly noted in the "Review of annual reports under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work (1998), as amended in 2022".
- At present, Israel is in the process of finalizing a report on the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205). The preparation of this report has required extensive consultation with several government ministries, agencies, stakeholders and our social partners, in accordance with Israel's tripartite obligations under the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144).

As outlined in the Report of the Committee of Experts published on the ILO's International Labour Conference 2025 web page, as well as in the Office communications of 9 May 2025 and 11 March 2025, Israel currently has the following outstanding reporting obligations:

- Regular duty to report:
 - Ratified Conventions: Conventions Nos 1, 14, 19, 30, 87, 98, 102, 106, 136, 150, 160;
 - Unratified instruments: the Safe and Healthy Working Environment (Consequential Amendments) Convention, 2023 (No. 191), and Recommendation, 2023 (No. 207) and the Quality Apprenticeships Recommendation, 2023 (No. 208).
- Response to a direct request: Israel has been asked to submit specific reports on the following conventions: Conventions Nos 29, 81, 95, 105, 118, 138, 144, and 182.
- Additional direct requests: Furthermore, Israel notes that the Report of the Committee of Experts includes additional direct requests regarding six of the eight ratified conventions reported in October 2023: Conventions Nos 94, 100, 111, 117, 122, and 181. To the best of our knowledge, no separate formal communication regarding these additional requests has been received, and we are relying on the published report as the basis for identifying these obligations.

Altogether, this constitutes a backlog of 28 reporting obligations – a significant workload that requires thorough research, consultation with the social partners (as required under Convention No. 144) and careful preparation to ensure compliance with ILO standards. Israel remains fully committed to fulfilling these obligations in a timely and comprehensive manner. Should we require technical assistance or support from the Office in addressing this backlog, we will not hesitate to reach out.

Lebanon

With respect to the letter dated 9 May 2025 from the Director of the International Labour Standards Department addressed to the Minister of Foreign Affairs concerning “failure to submit to the competent authorities the instruments adopted by the International Labour Conference under Article 19 of the ILO's Constitution”, the Ministry of Labour would like to provide to the Committee on the Applications of Standards the following information.

In 2022, the former Minister of Labour sent the 2021 observation of the Committee of Experts to the General Secretariat of the Council of Ministers in order for the latter to submit the pending ILO instruments to the Parliament. Due to the Minister not having the capacity to address the Parliament directly, the communication needed to be transmitted via the General Secretariat of the Council of Ministers.

On 6 July 2023, the Ministry of Labour received a reply from the Council of Ministers and shared it with the International Labour Standards Department on 25 August 2023 attaching “the reply of the Council of Ministers (as per the observation of the Committee of Experts 92/2021 concerning the submission to the competent authorities of Conventions and Recommendations adopted by the International Labour Conference under article 19 of the ILO's Constitution)”.

In 2023, the Ministry of Labour received the same observation from the Committee of Experts. The Head of International Affairs Department assumed that the reply of the Council of Ministers was not satisfactory, although there was one letter (enclosed) sent to the President of the Parliament dated 11 April 2015 concerning the submission of Protocol of 2014 to the Forced Labour Convention, 1930 and the Forced Labour (Supplementary Measures)

Recommendation, 2014 (No. 203). In order to clarify the issue, the Head of the International Affairs Department followed up with officials of the General Secretariat of the Council of Ministers. In September 2023, the Head of the International Affairs Department met with the Head of Legal Affairs Department from the General Secretariat of the Council of Ministers to explain that the Committee of Experts had urged the Government to indicate the dates on which several instruments adopted by the International Labour Conference at its 99th, 100th, 101st, 103rd, 104th and 106th Sessions (2010–17) had been submitted to the National Assembly (Majlis Al Nuwwab), and to submit the new instruments adopted by the International Labour Conference at its 108th (2019) and 111th Sessions (2023).

Furthermore, in August 2024, the Head of the International Affairs Department had several exchanges (on 7, 19, 20 and 22 August) with the Head of the Joint Affairs Department with the Parliament of the General Secretariat of the Council of Ministers to explain the constitutional obligation of submission. There seemed to have been a misunderstanding as the officials involved mistakenly considered that there was a need to study the examined Conventions for the purpose of ratification. The Head of the International Affairs Department explained that while ratification was an option, the obligation to submit more broadly implied to “notify” the Parliament of the instruments adopted by the International Labour Conference. At the end of August, the war started and the civil servants of the Ministry of Labour had to leave the Ministry of Labour premises in the southern suburb of Beirut.

With respect to the above communication of the Director of the International Labour Standards Department, and with respect to the 2024 observation of the Committee of Experts, the Minister of Labour sent a letter, on 23 May 2025, to the General Secretariat of the Council of Ministers (copy attached) concerning the failure to submit to the competent authorities of the instruments adopted by the International Labour Conference under article 19 of the ILO’s Constitution.

The main challenges faced by the Government to fulfil its constitutional obligation of submission include force majeure reasons (the 2024 war) and the misinterpretation of the officials at the Council of Ministers on how to follow up. Finally, the Government requests ILO technical assistance, particularly in the form of capacity-building (a one- or two-day workshop) of the officers at the General Secretariat of the Council of Ministers and the Parliament.

Liberia

The Government has provided the following written information as well as the Ministry of Labour’s response to the issues raised by the Committee of Experts under Convention No. 87.

We inform the Committee that the current administration at the Ministry of Labour, which is statutorily responsible for addressing all the concerns raised by the Committee of Experts, took over the helm of authority in February 2024, following the country’s General and Presidential Elections held in November 2023. Since then, the current administration has been coming to terms with what is on the books, with different unresolved issues, such as those raised by the Committee of Experts in the communication dated 9 May 2024 to the Liberian Government.

The Ministry of Labour continued to engage with stakeholders to undertake multiple research projects and conduct a labour force survey to establish a comprehensive database. Information in the labour sector is scarce, thereby leaving a gap in labour-related issues that the Ministry can use.

Lastly, the Government of Liberia is facing serious financial constraints, which are creating a bottleneck in meeting our international obligations. The fiscal space is a challenge for the

Ministry, which is counting on the ILO for technical and financial support in meeting some of these challenges.

As indicated above, these and other issues are impediments to the Ministry of Labour, which will need technical and financial support to write these reports by 1 September 2025. We will communicate with your Office separately by early June 2025.

Montenegro

The Government wishes to emphasize that the delay in meeting this obligation was primarily due to a comprehensive reorganization of the state administration carried out during 2024, which adversely affected the regular process of report preparation and submission.

The Government hereby informs the Committee that the reports concerning the implementation of ratified Conventions have been duly prepared and were submitted to the International Labour Office – International Labour Standards Department on 16 May 2025. The reports provide responses to all the observations and direct requests made by the Committee of Experts. The Government of Montenegro remains fully committed to the timely fulfilment of its international obligations including the reporting obligations under article 22 the ILO Constitution.

Saint Kitts and Nevis

The Ministry of Employment and Labour has begun the preliminary work to amalgamate the reports and relevant submissions for the years in question. We anticipate this may take some time to retrieve, given the period that has elapsed and the constraints on record retention. The Government intends to utilize the resources available to us through ILO for guidance as we endeavour to comply with our reporting obligations.

Saint Lucia

The Government of Saint Lucia reiterates its commitment to fulfilling its reporting obligations to the International Labour Organization as soon as possible.

In relation to article 22 reporting on ratified Conventions, the Government is pleased to report that measures are being taken to improve the issue of reporting. In the years 2024 and 2025, officers from the Department of Labour, participated in the International Training Centre of the International Labour Office (ITCILO) course on “Best Practice in Reporting”, in an effort to build capacity in that specific area. As such, it is the intention to have an officer assigned the specific responsibility of preparing reports to the ILO.

It is important to note that in addition, a senior official from the Department of Labour recently attended the ITCILO’s International Labour Standards Academy to assist with the strengthening of national capacity to follow international labour standards procedure, including the discharge of reporting obligations under articles 19 and 22 of the ILO Constitution. The Government is working closely with the ILO’s Caribbean Office, particularly the international labour standards specialist, to fulfil its reporting obligations.

In relation to article 19 – Reporting on unratified Conventions, the Government informs the ILO that it is devoted to taking all necessary action to submit reports under article 19 in a timely manner.

With regard to the submission of instruments to the competent authorities, the Department of Labour will continue to consult with the ILO Caribbean Office and take steps to address this issue as soon as possible.

South Sudan

The Republic of South Sudan has the pleasure to echo its apology for delays in reporting on the ratified Conventions. There have been numerous challenges affecting the country and particularly the Ministry of Labour that is tasked with the responsibility of reporting. However, we are trying our best to meet the required reporting standards as per international labour standards.

Syrian Arab Republic

Following Syria's liberation from the old regime and the new Government's assumption of power, the Ministry of Social Affairs and Labour (hereinafter the Ministry) has conducted a preliminary review of the extent of compliance with the obligations arising from the ratified Conventions. It has been noted that the old regime had in past years failed to fulfil such obligations, specifically when it came to submitting internationally mandated periodic reports concerning ratified Conventions and the implementation thereof.

The Ministry appreciates that periodic reports submitted to the ILO are essential instruments for monitoring the implementation of Conventions ratified by Member States. The Ministry believes that the failure to submit reports to the supervisory bodies is a clear indication of the lack of commitment on the part of the old regime to protecting workers' fundamental rights and improving working conditions, despite its ratification of the Conventions.

- The political and security situation that the old regime forced from 2011 on the Syrian people in all its entirety directly impacted the performance of state institutions and weakened their technical and administrative capabilities, with institutions suffering from deficient and defective staffing and technical resources, inadequate for the preparation of comprehensive technical reports.
- There had been a lack of internal coordination within government institutions, with there being no effective mechanism for coordination among the bodies concerned with preparing the reports.
- The international sanctions that were imposed on Syria constituted an indirect obstacle to communication with international organizations and United Nations agencies. Furthermore, the lack of technical support from the ILO Office in Syria that persisted for many years of that period also impacted the preparation of these reports as did the absence of the needed technical support.
- The old regime's political considerations, its reservations about the content of the reports or fear that this might be used against it internationally had also been an obstacle.

We wish to point out that in September 2024, the Ministry sought to fulfil its obligations and submit reports to the ILO. A request for technical support was submitted to the ILO Regional Office, which graciously provided it to the Ministry and trained the Directorate of Planning and International Cooperation and relevant technical directorates, along with a number of ministries, and elements representing employers and workers. Out of 37 reports, 22 draft reports had been prepared and submitted to the relevant authority, which did not communicate them to the ILO, possibly for the reasons outlined above.

The Ministry appreciates the importance of preparing and submitting periodic reports, not only for the sake of submitting the required reports and meeting its international obligations, but also for the purpose of achieving a number of benefits with regard to the updating and developing of national laws and legislation, most prominent among these being:

- (1) Improving compliance of national legislation with international standards: Thus, the process of making the reports requires exhaustive review of national laws and legislation and comparison of them with international Conventions, in order to bring about their amendment and make them more aligned with the latest international labour standards. The Ministry is currently in the beginning stages of this. We hence submit our request to the ILO for possible technical assistance in amending and updating the laws and legislation relating to labour and social insurance.
- (2) Reassessing and evaluating the current situation with respect to national legislation, identifying legal deficiencies and legislative reform: In the course of preparing the reports, gaps, or inconsistencies and flaws, came to light in national legislation, thus making it timely to propose legal reforms that will serve to offer greater protection to workers and employers and improved working conditions.
- (3) Making labour-related legislation and policies more transparent and accountable by drafting reports documenting the actual status of legislation and the extent of its application, such that transparency and accountability are strengthened, the passing of legislation that is at odds with Syria's international commitments is lessened and previous legislation is amended and upgraded.
- (4) Fostering the development of a legal environment that is conducive to cooperation internationally and with the United Nations and to programmes of rehabilitation and rebuilding of Syria: Thus, the alignment of legislation with international labour standards raises the confidence of international players in the strength of Syria's resolve to regulate and develop the labour market and to create a decent working environment. Syria is desirous of this in the present phase of its recovery as well as of achieving sustainable development.
- (5) Extending social dialogue and participation in the preparation of legislation: The participation of trade unions and employers' organizations is integral to the preparation of the reports, which simultaneously strengthens social participation in the drafting of labour policies and partnership with them given that they are stakeholders in these.
- (6) Benefiting from the experience of other States that are in compliance with international Conventions and have introduced them into their national laws and legislation.

Proposed work plan for stepping up the process of preparing and dispatching the reports requested, while ensuring their consistency and compatibility with international standards and that they do not fail to comply therewith or fall short of them in the future

Activity	Tasks	Time frame
First stage		
1. Reviewing observations and Conventions	✓ Review the latest observations by the Committee of Experts on which work is currently under way ✓ Categorize the observations and requests in accordance with the Conventions of highest priority	During the workshop that will be conducted on 31 May 2025

Proposed work plan for stepping up the process of preparing and dispatching the reports requested, while ensuring their consistency and compatibility with international standards and that they do not fail to comply therewith or fall short of them in the future		
Activity	Tasks	Time frame
	✓ Identify those Conventions that have still not been addressed or that are in need of updating	
2. Assembling data, information, laws and legislation	✓ Assemble relevant national legislation ✓ Obtain latest statistical data from governmental bodies ✓ Document actual practices by means of questionnaires or on the basis of locally supplied reports	
3. Preparing the draft report	✓ Review draft of the reports produced in accordance with the report forms for: 1. Night Work (Women) Convention (Revised), 1948 (No. 89) 2. Equal Remuneration Convention, 1951 (No. 100) 3. Minimum Age Convention, 1973 (No. 138) 4. Worst Forms of Child Labour Convention, 1999 (No. 182)	
Second stage		
1. Announcing the formation of a national team comprising representatives of the Government, employers and workers	Issue an official decision to form a permanent national team for preparing reports, reviewing the Conventions that are to be addressed and assembling the relevant national legislation. The team shall comprise representatives and legal experts from: the Ministries of Social Affairs and Labour; Foreign Affairs and Expatriates; Justice; Education; (Higher) Education and other relevant ministries and the like; the General Establishment for Social Insurances (GESI); the General Federation of Trade Unions (GFTU); the Federation of Chambers of Industry, (the Federation of Chambers of) Commerce and others besides.	During the first week of June 2025
2. Completing all the required reports	Prepare the draft of the technical report on 37 Conventions, including the response to the observations and requests	During the workshop to be conducted from 22 to 25 June 2025
3. Reviewing and approving the reports	Conduct internal legal and technical review; approval of the reports by the national committee prior to presenting them to the Ministry of Foreign Affairs and Expatriates	During July 2025
4. Dispatching the reports and following up on them	Dispatch the report via the Organization's official channels Request confirmation of receipt of the report by the ILO	During August 2025

Proposed work plan for stepping up the process of preparing and dispatching the reports requested, while ensuring their consistency and compatibility with international standards and that they do not fail to comply therewith or fall short of them in the future		
Activity	Tasks	Time frame
Requirements specific to achieving the plan annually	✓ Appoint a permanent point of liaison for future follow-up vis-à-vis reports from the Directorate of Planning and International Cooperation ✓ Build the capacities of national personnel to prepare international reports; request technical support from the ILO in training the national team on each specialized Convention ✓ Hold meetings and workshops nationally in cooperation with ILO on a continuous basis in order to make clear the importance of compliance and the consequences of non-compliance ✓ Hold a biannual workshop to take stock of progress in preparation of the reports ✓ Encourage dialogue between the government and representatives of workers and employers under the auspices of the ILO ✓ Assign a permanent team to the Office of International Cooperation within the Ministry of Social Affairs and Labour to follow up on reports on a continuous basis ✓ Seek technical, legal and specialist support from the ILO with a view to developing labour-related legislation and fostering its effective application in a manner conducive to adherence to international Conventions through modern, developed national laws and legislation that are in step with international advances	

Timor-Leste

Challenges faced by Timor-Leste

Timor-Leste has faced significant unforeseen challenges over the past reporting period, which have severely impacted our capacity to compile and submit the requested information:

- COVID-19 pandemic: the global COVID-19 pandemic placed an immense strain on our national resources and administrative capacity. The Government was fully mobilized to address the public health crisis, implement containment measures and mitigate the socio-economic impact across all sectors. This necessitated a reprioritization of tasks and reallocation of personnel, which unfortunately affected our ability to dedicate sufficient resources to international reporting obligations.
- Devastating floods in April 2021: in April 2021, Timor-Leste experienced unprecedented major flooding and landslides that affected all 13 municipalities. This natural disaster caused widespread destruction, displacement and significant disruption to infrastructure and public services. Our immediate focus shifted to humanitarian response, disaster relief and initial recovery efforts. The aftermath of these floods continued to demand considerable attention and resources, diverting personnel from regular duties, including report preparation.

Bureaucratic process through ILO Jakarta

Furthermore, a procedural challenge adds to the complexity and time required for our submissions. The current requirement for Timor-Leste to channel all communications and

reporting through the ILO Jakarta office often makes the process more time-consuming. This additional layer of bureaucracy can sometimes delay the transmission and receipt of documents, impacting our ability to meet strict deadlines, especially when compounded by the aforementioned crises.

Commitment to future reporting

We understand the importance of timely reporting to the ILO and remain committed to upholding our obligations as a Member State. We are actively working to overcome these challenges and improve our internal mechanisms for data collection and report preparation. We are currently in the process of completing this report and anticipate its submission once finished.

We kindly request your understanding and flexibility given the extraordinary circumstances Timor-Leste has faced. We are prepared to discuss how we can best provide the outstanding information and ensure more timely submissions in the future. Additionally, we would like to formally request future assistance from the ILO regarding capacity-building for reporting.

United Arab Emirates

The Government wishes to express its full cooperation with the Committee and reiterates its commitment to fulfilling its obligations under the ILO Constitution, including the submission of instruments to the competent authorities, and the timely submission of reports on ratified Conventions. The Government would also like to take this opportunity to provide the following clarifications.

The process of ratification of international Conventions in the United Arab Emirates requires submission to the Permanent Committee on Conventions, established under the Cabinet of Ministers pursuant to Cabinet Decision No. (24/2W) of 2021. This Committee is mandated to examine all international Conventions that the State may consider becoming a party to or ratifying, in order to assess their alignment with national legislative frameworks and strategic objectives, and to issue its recommendations for the relevant authorities to take appropriate decisions and actions accordingly.

In this regard, the Government would like to inform the esteemed Committee, that the Conventions listed in the relevant report were submitted to the Permanent Committee's fifth meeting held on 22 October 2024. After a comprehensive examination of the Conventions and a comparison with the current national legislative framework, the Permanent Committee decided to defer ratification of these Conventions at the present time. The Permanent Committee reaffirmed the State's continued commitment to reviewing its national legislation and policies in light of all relevant international Conventions, and to working towards alignment between national legislation and international standards, in a manner that serves national interests and supports progress toward the achievement of the Sustainable Development Goals.

We appreciate the opportunity to provide context and reaffirm our ongoing efforts to enhance compliance with international labour standards and reporting obligations.

Viet Nam

In paragraph 74 of the Report of the Committee of Experts, Viet Nam was named for failing to provide responses to the comments of the Committee of Experts regarding the

implementation of the Equal Remuneration Convention, 1951 (No. 100), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

Viet Nam has always complied with its obligations as an ILO member. This is the first time Viet Nam has been named for the late submission of a report on the implementation of ratified Conventions. The delay was attributed to the following reasons:

- (i) The Committee of Experts' questions and comments were extensive and required a comprehensive response. Some requests involved statistical data up to the end of 2024. Therefore, to ensure the quality of the report, the process of internal consultation, feedback and finalization took longer than expected. During 2024–25, the Ministry of Home Affairs (which was the Ministry of Labour, Invalids and Social Affairs before 1 March 2025) undertook the following tasks to prepare detailed responses to the Committee's comments:
 - submitted proposals to the Ministry for approval of steps to develop the report;
 - drafted detailed content and sought written input from relevant ministries, sectors and agencies through four rounds of requests:
 - Official Letter No. 3122/BLĐTBXH-VPC dated 16 July 2024, sent to agencies requesting information for the reports;
 - Official Letter No. 813/CV-VPC dated 16 July 2024, sent to units within the Ministry requesting information for two reports;
 - Official Letter No. 197/CV-VPC dated 13 February 2025, seeking second-round input on the two draft reports and requesting updates and additional information;
 - Official Letter No. 1905/BNV-PC dated 29 April 2025, sent to relevant ministries and agencies requesting feedback on the two draft reports.

However, as of 20 May 2025, several key ministries and sectors had yet to respond to the 29 April 2025 request from the Ministry of Home Affairs seeking feedback on the draft reports concerning the implementation of Conventions Nos 100 and 111 in Viet Nam.

- (ii) In 2024–25, the Government implemented a restructuring process to streamline the government apparatus. This process resulted in organizational and personnel changes, affecting the contact points responsible for the relevant tasks in various ministries and sectors.

Given the above context, the preparation of the periodic reports on the implementation of Conventions Nos 100 and 111 in 2024 was significantly impacted in terms of gathering practical information and data from the relevant ministries, sectors and agencies.

Currently, the Ministry of Home Affairs is conducting the final round of consultations with relevant ministries and agencies before finalizing, translating into English and submitting the report to the ILO.

C. Discussion by the Committee

Chairperson – Before giving the floor to the Vice-Chairpersons for their opening remarks, I would like to recall the Committee's working methods when dealing with the cases of serious failure to fulfil reporting and other standards-related obligations.

The Committee has established specific criteria to determine what constitutes a "serious failure". These criteria are contained in document D.1, which is available on the Committee's

web page. The cases of serious failure have been identified in the relevant parts of the General Report of the Committee of Experts. It should be recalled that the following criteria are applied:

- none of the reports on ratified Conventions have been supplied during the past two years or more;
- first reports on ratified Conventions have not been supplied for at least two years;
- "Urgent appeals": failure to send reports on the application of ratified Conventions for at least three years;
- none of the reports on unratified Conventions and Recommendations requested under article 19, paragraphs 5, 6 and 7, of the Constitution have been supplied during the past five years;
- no indication is available on whether steps have been taken to submit the instruments adopted during the last seven sessions of the Conference to the competent authorities, in accordance with article 19 of the Constitution;
- no information has been received as regards all or most of the observations and direct requests of the Committee of Experts to which a reply was requested for the period under consideration;
- the Government has failed during the past three years to indicate the representative organizations of employers and workers to which, in accordance with article 23, paragraph 2, of the Constitution, copies of the report and information supplied to the Office have been communicated.

To take account of recent developments since the meeting of the Committee of Experts, updated information on the countries concerned was provided to the Committee in document CAN/D/SF, which was made available on 2 June 2025. This document takes into account the fact that some governments have submitted the required information and reports since then and have therefore been removed from the list. Part B of the Document also compiles the written information received from governments with respect to these failures.

Government representatives from the countries mentioned in this document and registered on the list of speakers will be invited to provide information and explanations to the Committee. When providing information to the Committee, governments are asked to provide information on all the cases of non-compliance in one single statement. The governments concerned may, in particular, highlight the challenges they may be facing in fulfilling their obligations and indicate the areas in which ILO assistance and technical cooperation may be desirable. Such information would enable the Committee to have a better understanding of the situation in the country and is helpful to the Office in its response to governments' requests.

At the end of the discussion, I will give again the floor to the two Vice-Chairpersons for their final remarks, following which I will present the draft conclusions for approval by the Committee, in accordance with its working methods.

I am now going to open the discussion by inviting the two Vice-Chairpersons to make their introductory statements.

Worker members – Respect for reporting obligations is vitally important to the smooth functioning of our Organization. It is with good reason that these obligations are set out in the ILO Constitution.

The work of the ILO, and more particularly that of our Committee, is based on the reports provided by the Member States, and also on the observations submitted by trade unions and employers' organizations. Failure to meet these obligations seriously disrupts the proper functioning of the ILO's many areas of work, meaning that the ILO is not in a position to fully assess the implementation of these instruments in the Member States and to provide the latter with the necessary support. Ensuring the effective implementation of ILO instruments means ensuring respect for the dignity and rights that workers must derive from ILO instruments.

It is essential to remind the Member States concerned of the fundamental nature of these obligations and to urge them to make every effort to comply with them as soon as possible, with the assistance of the ILO where necessary. A significant number of Member States have been invited to provide us with written explanations regarding serious breaches of reporting obligations and other standards-related obligations. This reflects the scale of the work that remains to be done.

With regard to the number of reports submitted, we note a slight decline compared to last year. On the other hand, we note an improvement in the timeliness of report submissions. We can only encourage Member States to reinforce this trend. We know that late submissions of reports have a significant impact on the proper functioning of the Committee of Experts. The regular submission of reports is essential to the dialogue that must take place between the ILO and Member States.

A number of Member States have failed to submit the reports required under article 22 of the Constitution for more than two years: 14 Member States were in this situation at the time of publication of the Committee of Experts' report. One Member State, Papua New Guinea, has since regularized the situation, and we thank them for doing so.

Responses to observations or requests made by the ILO supervisory bodies are essential to continuing the dialogue between the ILO and its Member States. Unfortunately, some Member States fail to follow up on these observations or requests. At the time of publication of the report, 14 Member States had not responded to most, if not all, of the observations and direct requests made.

Responding to the issues raised by the ILO supervisory bodies is essential and testifies to the value that the ILO constituents attach to dialogue with them. In the meantime, 15 Member States have regularized the situation. We encourage them to continue along this path and invite other Member States to do the same, if necessary by having recourse to technical assistance from the ILO.

The urgent appeals procedure established by the Committee of Experts in collaboration with the Office has proved its worth in recent years. This initiative contributes decisively to improving Member States' compliance with their reporting obligations. The procedure allows for a substantive examination of a case on the basis of publicly available information. This sends a clear message that failure to report cannot under any circumstances be a loophole for avoiding monitoring of compliance with ILO instruments in the country concerned, particularly with regard to Member States that deliberately do not play by the rules.

This year, 17 Member States are the subject of an urgent appeal for failing to report for more than three years. We invite these Member States to respond favourably and as soon as possible to the appeal launched by the Committee of Experts. Two Member States, Iraq and Papua New Guinea, have since regularized their situation, and we thank them for doing so.

General Surveys also depend on reports from Member States. It is vital that all Member States contribute to these Surveys, which allow the ILO to identify possible areas of action.

However, we regret that, at the time of publication of the Committee of Experts' report, 21 countries had not submitted any report for the purposes of a General Survey in the last five years. Seven Member States have since done so, and we thank them for that.

The submission of instruments adopted by the ILO to the competent authorities is also a fundamental obligation in that it enhances the ILO's standard-setting activities in Member States. And yet we note that, at the time of the report's publication, no fewer than 26 Member States had failed to submit the instruments adopted by the ILO at the seven previous sessions of the Conference to their competent authorities. We welcome, however, the subsequent regularization of that situation by Zambia and Oman, for which we are grateful.

It is positive to note that, for a number of years, an obligation that goes to the very core of the ILO has been respected by all Member States: namely, the obligation to indicate the representative employers' and workers' organizations to which copies of reports and information submitted to the ILO are communicated. Tripartism lies at the heart of the ILO's work. Although this formal obligation is universally respected, in many Member States there remains much to be done to ensure that genuine tripartite social dialogue is in place. We will have the opportunity to examine this over the course of our work.

The obligation for Member States to submit to the Committee of Experts a first report on the application of newly ratified Conventions is fundamental. First reports are vitally important since they are particularly detailed and give the ILO a comprehensive picture of a Convention's application in the countries concerned.

At the date of the report's publication, 11 Member States had not communicated a first report in at least two years. Although Sudan and Iraq appeared on that list, they have since submitted information to the ILO, and we thank them.

During this special sitting of our Committee, the 70 Member States in situations of serious failure were given the opportunity to submit written information in that regard. Just 17 took that opportunity; we thank them, but we regret that so few did so.

On the basis of the information compiled by the Office, it should be noted that between the highlighting of the Member States' serious failures in the Committee of Experts' report and the holding of this special sitting, 26 Member States have addressed all or part of their failures to fulfil reporting obligations. We encourage those Member States to pursue their efforts to comply fully with their obligations. There remain, however, many Member States that have yet to take specific steps in that direction. We hope to learn more, during this sitting, about the difficulties facing them and to hear firm commitments on their part with regard to their reporting obligations.

Employer members – The Employer members take note that the Committee of Experts has once again expressed concern in its report at the low number of government responses received by the 1 September deadline. As has been highlighted in several comments already, we collectively count on governments to comply in a timely manner with their reporting obligations under articles 19, 22 and 35 of the ILO Constitution and to prepare their reports in consultation with the most representative employer and worker organizations in their countries. We emphasize that government reports containing complete and relevant information provide an important foundation upon which our supervisory work is built.

We note that the Committee of Experts has made 625 observations and 1,145 direct requests this year. This persistently high number of comments suggests that ratification may often not be taken seriously enough. It appears that ratification may on occasion be undertaken as a political statement or declaration of intent rather than what it really is, namely

the conclusion of a treaty under international law containing legal obligations, all of which are to be complied with, including the associated reporting obligations.

We stress that it is important that, when promoting ratification, the Office reminds Member States of the necessity of making thorough pre-ratification assessments and that these assessments should occur in close consultation with the social partners. These pre-ratification assessments should include not only an appraisal of the applicable country's capacity to implement the Convention envisaged for ratification but also the country's capacity to report on its implementation. Ratification should only occur where both the implementation and reporting capacity can be ensured.

We also observe that there has been a slight decrease in the number of reports received by the end of the session from 75.3 per cent of the total number of reports requested last year to 73.6 per cent this year. We also note the increase in the number of reports submitted after the 1 September deadline from 54.4 per cent last year to 57.6 per cent this year. We again ask governments to make every effort to provide their reports in a timely manner so that the supervisory bodies can perform their work efficiently and effectively.

The Employer members note with concern that 14 countries have not provided the reports due with respect to ratified Conventions for the past two or more years and this is respectfully not acceptable. We urge the governments concerned to supply all of their outstanding reports at the earliest opportunity.

If the reports cannot be submitted for reasons beyond the control of the government, we ask that the government informs the ILO of the relevant circumstances. In such cases we remind governments that they may also request the ILO's technical assistance in order to address the problem in a sustainable manner.

With respect to first reports on ratified Conventions, we note that six countries have failed to supply these reports for more than three years. We would like to stress that first reports are particularly important as they are meant to provide complete information about government action to implement the applicable ratified Convention. As such, first reports provide an indispensable baseline for an initial comprehensive assessment of compliance. We therefore call on the governments of those six countries to submit their overdue first reports to the ILO without further delay. Here too, the relevant governments are encouraged to request ILO technical assistance as required.

We further note with concern the number of Committee of Experts' comments, whether observations or direct requests, to which governments have not replied. More specifically according to the report there are 44 governments that have not provided responses this year. The Employers would like to understand the reasons for this lack of response. We speculate that the high rate of unresponsiveness by governments may be an indication that there are systemic challenges or barriers to reporting. However, without clarity from the relevant governments regarding the reasons for their unresponsiveness we are not in a position to either diagnose or recommend broader remedies for addressing these deficiencies.

We also note with regret that 21 countries have not provided reports on unratified Conventions and Recommendations requested under article 19 of the ILO constitution for the past five years. We suggest that the Office together with the governments work towards identifying the reasons for these reporting deficiencies and develop effective and appropriate remedies.

We further note that a number of countries appear on all non-compliance reporting lists, including those under article 22 and article 19 as well as the first reports. We encourage these countries in particular to request more comprehensive support from the Office if required.

We welcome the decision of the Committee of Experts to further extend the practice of urgent appeals for cases containing certain criteria of serious reporting failure that require our Committee's attention. This enables us to have a direct and serious dialogue on this point with the governments concerned and to remind them that the Committee of Experts will examine the substance of the matter at its next session, even in the absence of a Government report. We note with appreciation that all reports that were pending for more than three years have been examined following the launch of urgent appeals and we trust that there will be the same positive results in the future.

Furthermore, we appreciate that with the assistance of the Office, the Committee of Experts and our Committee have decided to strengthen the follow-up given to cases of serious failure.

The Employer members also wish to comment on the social partners' role and the participation in the regular supervisory system. Under article 23(2) of the ILO Constitution, governments of Member States have an obligation to communicate copies of their reports to representative employers' and workers' organizations. Compliance with this obligation is essential to ensuring the proper involvement of the social partners in standards implementation at the national level.

We note that the social partners submitted 786 observations to the Committee of Experts this year, as compared to 1,276 last year. 179 of these were communicated by employers' organizations as compared to 221 last year and 607 of them by workers' organizations as compared to 1,055 last year. We regret the overall decrease in submissions and we trust that the Office will continue to provide technical assistance, including capacity-building, to social partners where needed to enable them to provide relevant comments to the work of the Committee of Experts.

On our end, we will continue our efforts to promote the active engagement of social partners in this function so that the monitoring of standards can truly be tripartite. To this end, the IOE is supporting employers' organizations in submitting up-to-date and relevant information to the Committee of Experts on the application of ratified Conventions in law and in practice in their respective countries.

The comments of employers' organizations are particularly critical for identifying where governments have failed to take into account the needs and realities of sustainable enterprises when implementing ratified Conventions and for making suggestions for improvement in this regard. We trust that the Experts in their assessments will give due consideration to the comments from employers' organizations, as well as any additional comments made by employers' representatives in the discussions in this Committee.

To conclude, in order to be effective, the Employer members believe that the ILO's regular supervisory system depends on government reports that contain complete and relevant information and which are sent regularly and on time. It is also critical to take note of additional comments from social partners as they provide key context. It is only with all these inputs that the supervisory bodies can properly assess the implementation of ILO standards.

Overall, the reduction in participation of the three constituents is unfortunate and we see significant room for improvement in the fulfilment of reporting obligations going forward. To that end, we support all efforts aimed at enabling the supervisory system to do its work more

efficiently, including the streamlining of reporting and the extension of possibilities for e-reporting among others. We are optimistic that the new system being discussed, which was highlighted yesterday by the representative of the Secretary-General in her comments and her very enthusiastic call for participation, day or night, will be more efficient and effective.

Government representative, Saint Lucia – Saint Lucia is one of the small island developing States in the Caribbean and I am happy that we are here at this Conference to represent our nation. It is an appearance that we have not made in a long time, and I am here to apologize on behalf of my country. As you know, small island developing States have serious challenges with regard to the necessary resources to attend conferences. However, Saint Lucia has made the effort to participate in this Conference and to give an appropriate explanation as to why we have not been reporting to this respected body of Workers', Employers' and Government groups.

We have been taking steps to address the issue of reporting to the ILO. So far we have managed to get some of our personnel trained. In the coming months we should be in a position to submit some of our reports. We are also seeking support from the ILO subregional office in Trinidad and Tobago. Once their capacity has been strengthened, they will be in a better position to assist us.

Small island developing States have frequent changes in government and policies and that too could have contributed to the setback in reporting to the ILO. However, this year the Government has made ILO matters a priority issue and therefore we are here, fully constituted with representatives from the employers, the workers and the Government.

We are also due to ratify two additional ILO fundamental Conventions this week, that is the Minimum Age Convention, 1973 (No. 138), and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187).

The Government is committed to fulfilling its reporting obligations to the ILO as soon as possible. In relation to reporting on ratified Conventions under article 22, the Government is pleased to report that measures are being taken to improve the issue of reporting. In 2024–25, officers from the Department of Labour participated in the International Training Centre of the ILO (ITCILO) course on Best Practice in Reporting in an effort to build capacity in that specific area. The intention is to assign an officer with the specific responsibility of preparing reports to the ILO. It is important to note that, in addition, a senior officer from the Department of Labour recently attended the ITCILO's International Labour Standards Academy to assist in strengthening national capacity to follow international labour standards procedures, including the discharge of reporting obligations under articles 19 and 22 of the ILO Constitution.

The Government is working closely with the ILO's Caribbean office, particularly the standards specialist, to fulfil its reporting obligations. In relation to article 19, reporting on unratified Conventions, the Government informs the ILO that it is devoted to taking all necessary action to submit reports under article 19 in a timely manner. With regard to the submission of instruments to the competent authorities, the Department of Labour will continue to consult with the ILO Caribbean office and take steps to address this issue as soon as possible.

Government representative, United Kingdom (British Virgin Islands) – The matters covered by the relevant Conventions are devolved to the Government of the British Virgin Islands which also takes responsibility for providing reports related to their implementation in law and practice. As a representative of the UK Government, I am reading this statement on their behalf.

The Government of the British Virgin Islands wishes to affirm its commitment to its reporting obligations under article 22 of the ILO Constitution. The Government has experienced resource and capacity issues in fulfilling its reporting obligations. The outstanding response to the Committee of Experts' comments in relation to the Social Policy (Non-Metropolitan Territories) Convention, 1947 (No. 82) was submitted to the Office on 13 May.

The Government continues to work on its response to the Committee of Experts' comments on the Labour Clauses (Public Contracts) Convention, 1949 (No. 94) and the Migration for Employment Convention (Revised), 1949 (No. 97), and will submit these as soon as possible. The Government appreciates the Office's offer of technical assistance and will consider this with a view to ensure timely and comprehensive reporting in the current and future years.

Employer members – We don't have any further comments.

Worker members – We know how important dialogue is between Member States and the ILO. The reporting obligations that we have discussed today enable the ILO to organize this dialogue. In joining the ILO, Member States have undertaken to comply with these obligations.

Even though we must find ways to simplify the reporting procedure and support Member States in complying with these obligations, we cannot consider them simply as administrative tasks. They are fundamental in that they stimulate dialogue between Member States and the ILO. They underpin the dynamics of tripartite social dialogue and the respect and promotion of international labour conventions. This is why Member States must commit themselves fully to these processes.

With this in mind, ensuring the effective application of the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) can contribute to greater compliance with reporting obligations. Member States that have not yet done so could envisage ratifying this Convention in order to improve compliance with reporting obligations.

We have taken note of the written information transmitted and of the difficulties encountered by certain Member States and are pleased to point out that these Member States generally request technical assistance from the ILO, which systematically responds favourably and with great efficiency.

The Office makes every effort to support Member States and also provides them with a number of tools. Examples of such tools include the Managing ILs Reporting website, and the online guide on established practices of the supervisory system. We can only encourage Member States to learn more about these tools, and invite the Office, and the experts, to make them as visible as possible.

The training of government officials responsible for preparing these reports is fundamental for ensuring compliance with reporting obligations. The International Training Centre in Turin is proving invaluable in this respect. Many Member States are satisfied with the training received from the Centre, which has resulted in better compliance with reporting obligations. The faultless technical assistance provided by the Office and the expertise of many standards specialists deployed in the field by the ILO are just as much a resource for Member States. It is vital for the Office to pursue its efforts in this regard and to strengthen the many resources already developed under the ILO programme and budget.

The Governing Body also laid the foundations for a reform of the manner in which reporting obligations could be met by Member States. This reform intends to facilitate the task for Member States without reducing the quality of the information submitted to the ILO.

We regret that some Member States appear to be wilfully ignoring their reporting obligations. The approach towards these Member States should be firmer than towards Member States with proven technical difficulties or insufficient capacity. The urgent appeal procedure is a first response, but it applies indiscriminately to Member States acting in good or bad faith.

Within the framework of activities to promote international labour standards, additional resources could still be allocated to technical assistance and support activities for Member States and social partners, to enable them to meet their standards-related obligations and to engage them actively in the ILO's tripartite dialogue. It is important to reiterate that the difficulties encountered by certain Member States with regard to reporting should not discourage them from ratifying more Conventions.

We have taken good note of the commitments made by certain governments, and we hope that these will be followed by concrete action to ensure full compliance with their obligations. It is essential that all these governments, and particularly those which have not provided any information to the Committee, put an end to these serious breaches as soon as possible. Proactive support through the Office's technical assistance will remain essential to enable Member States to fully meet their standards-related obligations.

Conclusions of the Committee

Chairperson – As announced, I will now read out the draft conclusions on the cases of serious failure by Member States to comply with their reporting and other standards-related obligations.

The Committee takes note of the oral information and explanations provided during the present session by the representatives of the Governments of the *United Kingdom of Great Britain and Northern Ireland (British Virgin Islands)* and *Saint Lucia*, and the written information provided by the Governments of *Angola, Antigua and Barbuda, Bahrain, Belize, Comoros, Gambia, Grenada, Guinea, Israel, Lebanon, Liberia, Montenegro, Saint Kitts and Nevis, Saint Lucia, South Sudan, Syrian Arab Republic, Timor-Leste, United Arab Emirates* and *Viet Nam*. The Committee welcomes the fact that, in comparison with the previous year (eight countries), a higher number of countries (19 countries) have provided written information to the Committee.

The Committee notes the difficulties mentioned by some governments in complying with their constitutional obligations related to reporting and the submission of the instruments adopted by the International Labour Conference to the competent authorities. It also notes that governments have undertaken to comply with these obligations in the near future. The Committee recalls that governments can avail themselves of ILO technical assistance to comply with these obligations.

However, the Committee regrets that the Governments of *Afghanistan, Barbados, Cook Islands, Congo, Djibouti, Dominica, Equatorial Guinea, Gabon, Guinea-Bissau, Haiti, Hungary, Kyrgyzstan, Libya, North Macedonia, Nigeria, Marshall Islands, Palau, Saint Vincent and the Grenadines, San Marino, Sierra Leone, Solomon Islands, Somalia, Tonga, Tuvalu, Uganda, Vanuatu* and *Yemen* have not made statements or provided written information.

Concerning the failure to provide reports for the past two or more years on the application of ratified Conventions, the Committee recalls that reporting on the application of ratified Conventions is a fundamental constitutional obligation and the basis of the supervisory system. The Committee also emphasizes the importance of

respecting the deadlines for such reporting. The Committee expresses the firm hope that the Governments of *Afghanistan, Barbados, Comoros, Djibouti, Haiti, Marshall Islands, Saint Lucia, San Marino, Somalia, Syrian Arab Republic, Tonga, Vanuatu* and *Yemen* will provide the reports due as soon as possible, and decides to note these cases in the corresponding paragraph of its General Report.

Concerning the failure to provide first reports for two or more years on the application of ratified Conventions, the Committee recalls the particular importance of the submission of the first report on the application of ratified Conventions. The Committee expresses the firm hope that the Governments of *Antigua and Barbuda, Comoros, Djibouti, Marshall Islands, Saint Lucia, Somalia, Tonga, Tuvalu* and *Vanuatu* will provide the first reports due as soon as possible, and decides to note these cases in the corresponding paragraph of its General Report.

Concerning urgent appeals, the Committee emphasizes the fundamental importance of providing the reports and the detailed information requested in the first report on the application of ratified Conventions. The Committee emphasizes the importance of the information provided in the reports submitted by governments on ratified Conventions to enable regular supervision by the Committee of Experts. The Committee expresses the firm hope that the Governments of *Afghanistan, Antigua and Barbuda, Barbados, Comoros, Congo, Djibouti, Haiti, Marshall Islands, Saint Lucia, Somalia, Syrian Arab Republic, Tonga, Tuvalu, Vanuatu* and *Yemen* will send the reports due as soon as possible, and decides to note these cases in the corresponding paragraph of its General Report.

The Committee draws the attention of these Governments to the fact that the Committee of Experts could examine in substance at its next session the application of the Conventions concerned on the basis of publicly available information, even if the Governments mentioned have not sent the reports due. The Committee reminds these Governments that they can request technical assistance from the Office to overcome any difficulties that they may be encountering in this regard.

Concerning the failure to provide information in response to comments made by the Committee of Experts, the Conference Committee emphasizes the fundamental importance of clear and complete information in response to the comments of the Committee of Experts in order to permit continued dialogue with the governments concerned. The Committee expresses the firm hope that the Governments of *Afghanistan, Antigua and Barbuda, Barbados, Belize, Burundi, Comoros, Congo, Cook Islands, Djibouti, Equatorial Guinea, Gambia, Guinea, Guinea-Bissau, Haiti, Israel, Liberia, Libya, Nigeria, Palau, Papua New Guinea, Saint Lucia, San Marino, Somalia, South Sudan, Syrian Arab Republic, Timor-Leste, United Kingdom of Great Britain and Northern Ireland (British Virgin Islands), Vanuatu, Viet Nam* and *Yemen* will provide the requested information in future, and decides to note these cases in the corresponding paragraph of its General Report.

Concerning the failure to provide reports for the past five years on unratified Conventions and Recommendations, the Committee emphasizes the important that it attaches to the constitutional obligation to provide reports on unratified Conventions and Recommendations. The Committee expresses the firm hope that the Governments of *Barbados, Comoros, Djibouti, Dominica, Equatorial Guinea, Haiti, Kyrgyzstan, Marshall Islands, North Macedonia, Saint Lucia, San Marino, Syrian Arab Republic, Timor-Leste, Tuvalu* and *Uganda* will comply with their obligation to provide reports on unratified

Conventions and Recommendations in future. The Committee decides to note these cases in the corresponding paragraph of its General Report.

Concerning the failure to submit instruments to the competent authorities, the Committee recalls that compliance with the obligation to submit Conventions, Recommendations and Protocols to the competent national authorities is a requirement of the highest importance to ensure the effectiveness of the Organization's standards-related activities. The Committee expresses the firm hope that the Governments of *Bahrain, Belize, Dominica, Equatorial Guinea, Gabon, Gambia, Grenada, Haiti, Hungary, Lebanon, Liberia, Libya, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Sierra Leone, Solomon Islands, Syrian Arab Republic, Timor-Leste, Tuvalu, United Arab Emirates, Vanuatu* and *Yemen* will comply with their obligation to submit Conventions, Recommendations and Protocols to the competent authorities in future. The Committee decides to note these cases in the corresponding paragraph of its General Report.

In relation to the failure to indicate for the past three years the representative organizations of employers and workers to which copies of the reports and information provided to the Office have been communicated, the Committee emphasizes the importance it attaches to the constitutional obligation, under article 23, paragraph 2, of the Constitution, of governments to communicate to employers' and workers' organizations copies of the reports and information provided to the Office. The Committee recalls that the contribution of employers' and workers' organizations is essential for the evaluation of the application of Conventions in national law and practice with a view to their participation in ILO supervisory mechanisms.

The Committee welcomes the fact that all the Member States have indicated for the past three years the representative organizations of employers and workers to which copies of the reports and information provided to the Office have been communicated. The Committee expresses the firm hope that this is a sign that genuine tripartite social dialogue has been established in all ILO Member States. The Committee decides to note this positive development in the corresponding paragraph of the General Report and to encourage Member States to continue in this direction.

(The conclusions are adopted.)