

Committee on the Application of Standards

Date: 15 May 2026

If they so wish, Governments appearing on the preliminary list of individual cases have the opportunity to supply on a purely voluntary basis, written information before 18 May 2026.

► Information on the application of ratified Conventions supplied by governments on the preliminary list of individual cases

Turkmenistan (ratification: 1997)

Abolition of Forced Labour Convention, 1957 (No. 105)

The Government has provided the following written information.

The Government has undertaken significant steps to fulfil its obligations under the Convention, within the framework of the Roadmap for Cooperation between the Government and the ILO for the period 2024–25 and for 2026, following the submission of the regular report under this Convention, presented in accordance with the provisions of article 22 of the ILO Constitution, as of 1 September 2025.

The Government, jointly with the social partners, has carried out certain activities guided by the “Roadmap”.

1. Improvement of legislative acts on forced labour and child labour issues and ratification of priority international labour standards

- Amendments and additions to article 406 of the Labour Code concerning forced labour and child labour were prepared and adopted at a session of the Parliament on 22 November 2025. The amendments to the Code were introduced in accordance with the recommendations of ILO experts following the legislative review.
- Approval of the Concept for the Development of the Labour Market of Turkmenistan until 2030. The Concept provides for work aimed at:
 - (a) improving labour relations and labour legislation;
 - (b) modernizing occupational safety and wage systems;
 - (c) expanding digital services;
 - (d) strengthening cooperation with international organizations, including the ILO, as well as accession to ILO Conventions.

At present, the Government, jointly with the social partners, is actively cooperating in promoting measures aimed at ratifying the Protocol of 2014 to the Forced Labour Convention, 1930, the Social Security (Minimum Standards) Convention, 1952 (No.102), the Labour Inspection Convention, 1947 (No. 81) and the Labour Inspection (Agriculture) Convention, 1969 (No. 129) as noted above. Ratification of these Conventions will play an important role in achieving the established goals of preventing violations of labour legislation, ensuring the enforcement of laws and holding those responsible accountable.

The 2014 Protocol, and Convention No. 102 were coordinated with the relevant ministries and agencies of the country and submitted to the Government for ratification.

2. Increasing wages for pickers

In December 2024, an ILO wage specialist conducted a visit to the Mary and Lebap velayats [provinces]. The purpose of the visit was to analyse data in order to develop substantiated recommendations for establishing attractive wages for cotton pickers in Turkmenistan in accordance with the capacities of farmers. In line with the recommendations of the ILO, the possibility of increasing wages for pickers is currently being examined.

In this regard, on 6 May 2026, a meeting was held via videoconference between representatives of the Ministry of Labour and Social Protection and representatives of the ILO. The meeting was aimed at discussing mechanisms for establishing decent wages in order to encourage voluntary cotton picking and fair remuneration. This work will continue during the forthcoming mission of ILO experts to Turkmenistan at the end of May 2026 and will include subsequent concrete steps to determine increased wages for cotton pickers.

3. Reforming the labour inspection system

At present, the Government is considering the issue of reforming the labour inspection system with a view to increasing its effectiveness. In this regard, from 24 to 27 March 2026, an ILO specialist mission on labour regulation, labour inspection and occupational safety and health took place in Ashgabat. Within the framework of the mission, a bilateral meeting was held at the Ministry of Labour and Social Protection, as well as a tripartite seminar with the participation of relevant representatives of the Ministry on the fundamental Conventions in the field of occupational safety and health, namely the Occupational Safety and Health Convention, 1981 (No. 155), and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187).

The seminar enhanced the understanding and awareness of national stakeholders regarding the practical implications, requirements and implementation of the fundamental ILO instruments, in support of their ratification and implementation by the Government.

4. Raising awareness on child labour and forced labour issues

Reforms in the field of child labour and forced labour require large-scale awareness-raising activities among various stakeholders and at different levels of governance. Practices of mobilization through institutions, once considered normal, must be eradicated. Such changes in practices cannot be achieved within a short period solely through amendments to legislation. They must be accompanied by explanatory and awareness-raising activities targeting both officials and the population as a whole. Accordingly, awareness-raising activities are being carried out at the national and velayat (province) levels.

During the mission of ILO specialists from 14 to 20 April 2026, the Ministry of Labour and Social Protection and the ILO organized, under the auspices of the Interdepartmental

Commission on Ensuring the Fulfilment of Turkmenistan's International Obligations in the Field of Human Rights and International Humanitarian Law, round tables in the velayat centres of Mary, Dashoguz, Lebap, Balkan and Ahal. These round tables were carried out with the participation of representatives of the velayat and etrap (district) administrations (hyakimlik) and relevant departments of the ministries and agencies of Turkmenistan, as well as representatives of the Ministry of Foreign Affairs in the velayats, the National Trade Union Centre and the Union of Industrialists and Entrepreneurs.

Heads of the relevant departments of the Ministry of Labour and Social Protection of the Population, the Ministry of Agriculture, the Ministry of Education, the General Prosecutor's Office, the Ministry of Internal Affairs, the Ministry of Textile Industry in the velayats, as well as other relevant ministries participating in the implementation of the Roadmap of Joint Activities between the Government and the ILO for 2026, were also invited to the round tables.

Participants were acquainted with the results of the Survey on Employment and Working Conditions during Cotton Harvesting in Turkmenistan conducted in 2025, discussed the identified trends, noting the progress achieved and the areas requiring further improvement. In addition, during the meeting, the relevant provisions of ILO Conventions on child labour and forced labour were discussed, and international examples of the inclusion of labour provisions in trade and investment agreements were presented. In total, approximately 350 participants in five velayats took part in the above-mentioned activities.

Members of the Interdepartmental Commission on Ensuring the Fulfilment of International Obligations also presented information on the measures being implemented to create decent working conditions and protect the rights of all parties to labour relations in accordance with the ILO Conventions ratified by Turkmenistan.

5. Capacity-building for the prevention of child labour and forced labour and the implementation of reforms

Capacity-building activities constitute an integral part of the reforms. They form the basis for the legislative changes planned for the subsequent period and are based on the study of good practices at the regional and global levels, taking into account the specificities and interests of Turkmenistan.

Thus, on 14–15 May 2026, within the framework of the visit to Turkmenistan by specialists on forced labour issues from the ILO, a two-day seminar on forced labour issues was conducted for representatives of certain supervisory and law enforcement bodies.

The seminar strengthened the capacity of law enforcement bodies in receiving and responding to complaints, conducting investigations, prosecuting responsible persons, as well as ensuring the protection of complainants.

This is only one example of a capacity-building activity, which will be followed by a series of training sessions and seminars planned for 2026–27.

6. Data

The Government uses reliable data for the formulation of labour policies and reforms, and in particular for the prevention of child labour and forced labour. One such source is the Survey on Employment and Working Conditions during Cotton Harvesting in Turkmenistan, conducted in accordance with the ILO methodology during the period from September to November 2025.

Based on the results of the observance conducted within the framework of the Roadmap, a report of the International Labour Organization was prepared.

According to the report, the Government demonstrated significant progress in preventing forced labour during cotton harvesting. The latest report notes tangible progress in certain aspects of working conditions, particularly in the area of wages, which indicates that recent measures and policy adjustments are yielding results in practice.

One example is the increase in wages for cotton pickers compared to previous years.

In addition, compared to 2024, access to personal protective equipment for surveyed cotton pickers improved, and relatively high indicators were recorded in the area of water provision.

However, in order to ensure further sustainable success, the Government will continue its efforts to strengthen the rule of law, enhance transparency and ensure decent working conditions. Thus, the following are necessary:

- the adoption of stronger systemic measures to ensure the effective enforcement of the legislative prohibition of child labour and to eliminate the root causes of this problem;
- continuous oversight, clearer accountability mechanisms and full implementation of the obligations on the prevention of forced labour envisaged under the Roadmap.

7. Regular monitoring of the implementation of the Roadmap measures

On 11–12 March 2026, during the visit to Turkmenistan of the ILO delegation headed by the Regional Director of the ILO Regional Office for Europe and Central Asia, bilateral meetings were held at the Cabinet of Ministers, the Mejlis, the General Prosecutor's Office, the Ministry of Foreign Affairs, the National Trade Union Centre and the Union of Industrialists and Entrepreneurs of Turkmenistan.

On 12 March 2026, a round table was held at the Ministry of Foreign Affairs of Turkmenistan with the participation of relevant heads and representatives of the ministries and agencies of Turkmenistan, during which the results of the implementation of activities within the framework of the Roadmap for Cooperation between the Government of Turkmenistan and the ILO for 2026 were summarized and further steps for cooperation were discussed.

8. Priority actions to strengthen the policy framework for the prevention of mobilization and child labour

Prevention of the practice of forced labour within the framework of Activity 1.1 of the Roadmap

For the purpose of legislatively establishing norms prohibiting forced or compulsory labour during cotton harvesting, a draft Resolution of the President of Turkmenistan on measures for the highly organized harvesting of cotton was prepared jointly with the relevant ministries and agencies, as well as with the social partners, and submitted to the Government for consideration.

It is important to note that a new ILO project funded by the European Union, entitled "Promoting Decent Work and Preventing Child Labour and Forced Labour in Turkmenistan", has been launched. The project covers a wide range of issues related to ensuring citizens' rights in the sphere of labour and is particularly aimed at preventing child labour and forced labour, as well as promoting decent work, especially in the cotton sector of Turkmenistan.

The project will contribute to:

- further improvement of legislation;
- strengthening institutional capacity;
- development of practical mechanisms for preventing child labour and forced labour and promoting decent work.

It should be particularly noted that the implementation of the project is carried out with the support of the European Union and in close cooperation with international and national partners.

Such an approach ensures the comprehensiveness and sustainability of the achieved results.