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Choice of Conventions and Recommendations on which reports should be requested under article 19, paragraphs 5(e) and 6(d), of the ILO Constitution in 2025

Purpose of the document

The Governing Body is invited to provide guidance on the instruments that would be covered in the General Survey to be prepared by the Committee of Experts on the Application of Conventions and Recommendations in 2025 for discussion by the International Labour Conference in 2026 (see the draft decision in paragraph 44).

Relevant strategic objective: Employment.

Main relevant outcome: Outcome 2: Ratification and application of international labour standards.

Policy implications: None at this stage.

Legal implications: None.

Financial implications: None at this stage.

Follow-up action required: Implementation of the Governing Body decisions.

Author unit: International Labour Standards Department (NORMES).

Related documents: ILO Declaration on Social Justice for a Fair Globalization (2008), as amended in 2022; GB.316/INS/5/1(&Corr.); GB.321/INS/7; GB.321/PV; GB.322/LILS/4; GB.322/PV; GB.325/LILS/4; GB.325/POL/2; GB.328/PV; GB.331/PV; GB.334/PV; GB.335/INS/5; GB.341/PV; GB.343/INS/3/1; GB.343/PV; GB.344/INS/3/1; GB.344/LILS/2; GB.346/PV; GB.347/PV(Rev.).

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► Introduction

1. In accordance with established practice, the Governing Body is invited to examine and approve proposals regarding the choice of Conventions and Recommendations on which governments might be requested to submit reports under article 19(5)(e) and (6)(d) of the ILO Constitution, with a view to the preparation of the annual General Surveys by the Committee of Experts on the Application of Conventions and Recommendations (CEACR).
2. Four main objectives may be singled out in requesting reports under article 19(5)(e) and (6)(d) of the Constitution: (i) promoting ratification; (ii) inducing countries to take a look at where they stand in relation to the ratification and implementation of instruments, including by giving effect to their contents even in the absence of ratification (also to provide due recognition of efforts undertaken); (iii) guiding the implementation of the instruments; and (iv) evaluating the impact and relevance of standards.¹
3. Since 2010, the topics of the General Surveys prepared by the CEACR on the basis of reports requested under article 19 of the Constitution have been aligned with the theme of the recurrent discussion by the International Labour Conference under the follow-up to the ILO Declaration on Social Justice for a Fair Globalization (2008), as amended in 2022 (Social Justice Declaration). These topics are discussed by the Conference Committee on the Application of Standards at the Conference session one year in advance of the session at which the Conference holds the related recurrent discussion.
4. Moreover, in its 2016 resolution on advancing social justice through decent work, the Conference called on the ILO to “[a]dopt modalities to ensure that general surveys and the related discussion by the Committee on the Application of Standards contribute to the recurrent discussions as appropriate”.² More broadly, it called on the ILO to “[e]nsure that there are appropriate and effective linkages between the recurrent discussions and the outcomes of the Standards Initiative, including exploring options for making better use of article 19, paragraphs 5(e) and 6(d), of the ILO Constitution, without increasing the reporting obligations of member States”.³ It may be recalled that exploring options for making better use of article 19 also forms part of the Governing Body’s work plan for the strengthening of the supervisory system.⁴ In its resolution, the Conference also expressed a clear overarching concern “to better focus recurrent discussions and ensure that they are grounded in current realities and challenges so as to ... deliver a regularly updated review of Members’ diverse needs and realities with respect to each strategic objective”.⁵
5. Furthermore, with the adoption in 2019 of the ILO Centenary Declaration for the Future of Work, following up on the recommendations of the Standards Review Mechanism has become

¹ GB.331/INS/5/REF, para. 11.

² ILO, [Resolution on advancing social justice through decent work](#), International Labour Conference, 105th Session, 2016, Resolution III, para. 15.2(b).

³ ILO, Resolution on advancing social justice through decent work, para. 15.1.

⁴ GB.334/PV, para 288(7)(c) and GB.349/INS/7.

⁵ ILO, Resolution on advancing social justice through decent work, para. 15.2(a).

an institutional priority.⁶ In this regard, the Governing Body is in the process of re-examining the linkages between the recurrent discussions, General Surveys and the Standards Review Mechanism in the context of its work plan for the strengthening of the supervisory system.

6. At its 343rd Session (November 2021), the Governing Body selected instruments relevant to the strategic objective of social dialogue for the General Survey to be prepared by the CEACR in 2023 with a view to a discussion by the Committee on the Application of Standards in 2024, based on the premise that the Conference would initiate a new cycle of recurrent discussions in 2025 or shortly thereafter and that the existing sequence of recurrent discussions would be maintained.⁷ At its 347th Session (March 2023), the Governing Body decided “to initiate in 2026 a new cycle of recurrent discussions under the follow-up to the ILO Declaration on Social Justice for a Fair Globalization (2008), as amended in 2022, and to place an item on the strategic objective of social dialogue on the agenda of the 114th Session (2026) of the Conference for a recurrent discussion”.⁸ The General Survey on the instruments selected by the Governing Body at its 343rd Session to be discussed by the Committee on the Application of Standards in 2024 will thus inform the recurrent discussion on social dialogue in 2026.
7. Based on the same premise, at its 346th Session (November 2022), the Governing Body selected instruments relevant to the strategic objective of social protection (social security) to be covered in the General Survey to be prepared by the CEACR in 2024 with a view to a discussion by the Committee on the Application of Standards in 2025.⁹ The General Survey on instruments relevant to employment injury benefits discussed by the Committee on the Application of Standards in 2025 will thus inform the recurrent discussion on social security (social protection) in 2027.
8. In accordance with the March 2023 Governing Body decision concerning the new cycle of recurrent discussions, the focus of the discussion following that on social protection would be on the strategic objective of employment. A General Survey that would be prepared by the CEACR in 2025 and subsequently discussed by the Committee on the Application of Standards in 2026 would prepare for the recurrent discussion on the strategic objective of employment in 2028.
9. The Governing Body may thus wish to consider one or more instruments relevant to employment on which governments should be requested to submit reports under article 19 of the Constitution in 2025 for discussion by the Committee on the Application of Standards in 2026. In formulating its proposals below, the Office has been mindful of the guidance provided by the Governing Body to limit strictly the number of instruments proposed for selection. The Governing Body may wish to provide guidance to the Office for the subsequent preparation of the report form for the 350th Session (March 2024) of the Governing Body.
10. A list of the instruments on which the Governing Body has previously decided to request reports from governments under article 19 of the Constitution is provided in the appendix.

⁶ See the Governing Body’s decisions concerning the reports of the fifth and sixth meetings of the Standards Review Mechanism Tripartite Working Group (GB.337/PV, para. 745, and GB.343/PV, para. 486).

⁷ GB.343/PV, para. 505. The Governing Body selected the Labour Administration Convention (No. 150) and Recommendation (No. 158), 1978.

⁸ GB.347/PV(Rev.), para. 58(d).

⁹ GB.346/PV, para. 877. The Governing Body selected the Employment Injury Benefits Convention [Schedule I amended in 1980] (No. 121) and Recommendation (No. 121), 1964; the Social Security (Minimum Standards) Convention, 1952 (No. 102) (Part VI); the Workmen’s Compensation (Agriculture) Convention, 1921 (No. 12); and the Equality of Treatment (Accident Compensation) Convention (No. 19) and Recommendation (No. 25), 1925.

► Proposed instruments for the General Survey to be prepared by the CEACR in 2025 for discussion by the Committee on the Application of Standards in 2026

First option: Employment security – Termination of Employment Convention (No. 158) and Recommendation (No. 166), 1982

11. In the current context of multidimensional and interlocking crises, low levels of economic growth and rising unemployment and inequality, the question of employment security is once again gaining importance. The connection between sustained, inclusive and sustainable economic growth and employment security is recognized in target 8.8 of the 2030 Agenda for Sustainable Development, which calls for the protection of labour rights and the promotion of safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.
12. A General Survey on employment security would provide an overview of the current state of law and practice in this area before the next review of the relevant instruments by the Standards Review Mechanism Tripartite Working Group. It would also establish the current role of these instruments in promoting employment security and help identify obstacles to their ratification and implementation, leading to recommendations by the ILO supervisory bodies in this regard.¹⁰
13. The first instrument specifically covering termination of employment was adopted by the Conference in the form of the Termination of Employment Recommendation, 1963 (No. 119). Subsequently, the Termination of Employment Convention, 1982 (No. 158), was adopted together with the Termination of Employment Recommendation, 1982 (No. 166), which replaced Recommendation No. 119. At the time of drafting the present report, the Convention has received 36 ratifications, among which 1 is from the Arab States, 2 are from Asia and the Pacific, 4 are from the Americas, 12 are from the Africa region and 17 are from Europe. It has also been denounced by one country. The most recent ratification was registered on 22 February 2010.
14. In 1987, shortly after their adoption, Convention No. 158 and Recommendation No. 166 were brought to the attention of the Working Party on International Labour Standards (the “Ventejol Working Party”), which recommended that the instruments were to be promoted on a priority basis. Subsequently, between 1997 and 2002, these instruments were examined by the Working Party on Policy regarding the Revision of Standards (the “Cartier Group”). The Cartier Group was unable to reach any conclusions.¹¹ A short survey prepared by the Office in 2001 in order to facilitate the examination of these instruments by the Cartier Group had suggested positive prospects for ratification, despite several of the countries involved having reported obstacles and difficulties.¹²

¹⁰ It may be recalled that the Office collects regulatory data on employment security. In particular, the [EPLex database](#) contains legal information on the regulation of temporary contracts and employment termination at the initiative of the employer. It covers over 50 elements of employment protection, grouped under 9 themes. The information is based on regulation at the national level.

¹¹ [GB.283/LILS/WP/PRS/1/2](#), para. 3.

¹² [GB.280/LILS/WP/PRS/2/2](#).

15. The Global Jobs Pact (2009), as amended in 2022, was adopted as the ILO policy blueprint to address the global subprime crisis and its consequences, and underlined the importance of international labour standards on the termination of employment as a means to prevent a downward spiral in labour conditions and build recovery in times of crisis.
16. In 2011, a Tripartite Meeting of Experts to Examine the Termination of Employment Convention, 1982 (No. 158), and the Termination of Employment Recommendation, 1982 (No. 166), discussed the main objectives for ILO action on protection against unfair dismissal and the identification of provisions in Convention No. 158 that were giving rise to difficulties, but failed to adopt tripartite conclusions. In the Way Forward of the Tripartite Meeting of Experts adopted by the Government and Worker experts, it was noted that, while many Member States reported compliance with most or all of the provisions of the Convention, the level of ratification was insufficient particularly considering the confirmation of the Convention's relevance by the 2009 Global Jobs Pact. The Government and Worker experts recommended that the ILO promote the Convention, clarifying its aims and content. The Employers, however, raised serious concerns about the lack of agreement on the principles contained in Convention No. 158 and Recommendation No. 166 and called for thorough tripartite reflection on what the ILO's action on protection against dismissal should be, including in respect of those instruments. The Chairperson of the Meeting concluded that the problems identified did not resonate from the Convention per se, but from the way in which it was being implemented through legislation, judicial decisions, regulations or practice.¹³
17. The most recent General Survey on the instruments in question was carried out in 1995.¹⁴ In its conclusions, the CEACR expressed the hope that Convention No. 158 would achieve a wider level of ratification, since that Convention along with its accompanying Recommendation made up a coherent set of provisions that could be considered as the means of reconciling in practice the promotion of the right to work, which required the creation of employment by financially healthy enterprises, and the minimum protection of workers afforded by labour law. The CEACR emphasized that both were essential in the interest of society at large. It also emphasized that the implementation of the Convention would have a positive effect on social peace and productivity at the enterprise level and the reduction of poverty and social exclusion, leading to social stability.¹⁵
18. In a General Observation adopted in 2000, the CEACR noted with regret that, despite the fundamental importance to workers of protection against unjustified dismissal, only 29 countries had then ratified the Convention.¹⁶ Furthermore, in a General Observation adopted in 2008, it considered that the principles underlying the Convention constituted a carefully constructed balance between the interests of the employer and the interests of the worker as evidenced by provisions relating to termination on grounds of operational requirements of the enterprise. That was of particular relevance given the then socio-economic context marked by transitions and interlocking crises. The CEACR recognized that, because the Convention supported productive and sustainable enterprises, economic downturns could constitute a valid reason for termination of employment. It further stressed that social dialogue was the

¹³ ILO, *Final Report: Tripartite Meeting of Experts to Examine the Termination of Employment Convention, 1982 (No. 158), and the Termination of Employment Recommendation, 1982 (No. 166)*, TMEE/C.158-R.166/2011/2, 2011.

¹⁴ ILO, *Protection against unjustified dismissal*, Report III (Part 4B), International Labour Conference, 82nd Session, 1995.

¹⁵ The General Survey was discussed by the Committee on the Application of Standards, giving rise to a wide variety of views. See ILO, *Record of Proceedings*, International Labour Conference, 82nd Session, 1995, paras 77–119.

¹⁶ ILO, *Report of the Committee of Experts on the Application of Conventions and Recommendations*, Report III (Part 1A), International Labour Conference, 89th Session, 2001.

core procedural response to collective dismissals – consultations with workers or their representatives in search for means to avoid or minimize the social and economic impact of terminations of employment for workers.¹⁷

19. In addition, a General Survey would allow for an examination of the state of employment security accorded to workers in vulnerable situations. For example, the HIV and AIDS Recommendation, 2010 (No. 200), makes an important reference to Convention No. 158 by stating in paragraph 11 that real or perceived HIV status should not be a cause for termination of employment and that temporary absence from work because of illness or caregiving duties related to HIV or AIDS should be treated in the same way as absences for other health reasons, taking into account Convention No. 158.
20. The 2001 *World Employment and Social Outlook* report highlighted the vulnerable situation of migrant workers in view of the COVID-19 crisis.¹⁸ According to the report, many migrant workers experienced an abrupt termination of their employment along with non-payment or delayed payment of wages, and at the same time often lacked access to social protection benefits that could make up for their income losses.
21. Moreover, the 2023 *World Employment and Social Outlook* report emphasizes that nearly one in three key employees, as identified during the COVID-19 pandemic, holds a temporary contract. It notes that, in food systems, key employees have a higher incidence of temporary work, at 46 per cent worldwide, and that temporary employment is also prevalent in cleaning and sanitation, and manual occupations. It further notes that, in the absence of a particular international standard on temporary employment, Convention No. 158 requires, in Article 2(3), the adoption of adequate safeguards against recourse to fixed-term contracts which aim to avoid the protection resulting from its provisions. In addition, the report points out that Recommendation No. 166 provides in Paragraph 3 examples of such measures, such as limiting recourse to fixed-term contracts to situations in which open-ended contracts cannot be entered into – owing either to the nature of the work to be effected or to the circumstances under which it is to be effected or to the interests of the worker – and identifying cases where fixed-term contracts are deemed to be open-ended ones.¹⁹
22. The need to address the transition from the informal to the formal economy and from insecure to secure work that is decent, as a condition for the design and implementation of well-tailored and inclusive labour protection strategies for all workers, was highlighted in the resolution concerning the second recurrent discussion on labour protection, adopted by the Conference at its 111th Session, in June 2023.²⁰
23. The General Survey would provide elements of a response to the call by the Conference to intensify knowledge development and capacity-building activities, particularly in relation to ways to ensure the correct classification of employment relationships and the effectiveness of strategies to facilitate the successful transition from insecure to secure work that is decent and that provides access to social security and labour protection to all.

¹⁷ ILO, *Report of the Committee of Experts on the Application of Conventions and Recommendations*, Report III (Part 1A), International Labour Conference, 98th Session, 2009.

¹⁸ ILO, *World Employment and Social Outlook: Trends 2021*, 2021, 14.

¹⁹ ILO, *World Employment and Social Outlook 2023: The value of essential work*, 2023, 78.

²⁰ ILO, *Resolution concerning the second recurrent discussion on labour protection*, International Labour Conference, 111th Session, 2023.

24. Similarly, the ILO Centenary Declaration for the Future of Work calls upon all Members of the ILO to further develop its human-centred approach to the future of work, notably by strengthening the institutions of work to ensure adequate protection of all workers, and reaffirming the continued relevance of the employment relationship as a means of providing certainty and legal protection to workers, while recognizing the extent of informality and the need to ensure effective action to achieve transition to formality.
25. In this regard, a report published in 2015 by the World Bank Group, prepared in consultation with the ILO, highlights that the challenge is to establish the right balance between workers' protection and flexibility in the management of human resources at the firm level, that is, avoiding both over- or under-regulation. The report notes that, between these two extremes, there is a "plateau" where appropriately designed regulations can alleviate (labour) market failures, offer adequate protection to workers, and contribute to shared prosperity without imposing unreasonable costs on firms.²¹

Second option: Peace and Resilience – Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)

26. In the current context of multidimensional and interlocking crises emerging from natural disasters and geopolitical tensions, a General Survey on the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), could provide a comprehensive overview of the current state of law and practice across Member States on employment and decent work for peace and resilience. Recommendation No. 205, which was adopted by the Conference at its 106th Session (2017), has not yet been addressed in a General Survey.²²
27. The COVID-19 pandemic tested the resilience of many societies and the challenges linked to conflict, climate change and the cost-of-living crisis continue to be highlighted, including by the Secretary-General of the United Nations in his report *Our Common Agenda* and in his policy brief *A New Agenda for Peace*.²³
28. Recommendation No. 205 revised and replaced the Employment (Transition from War to Peace) Recommendation, 1944 (No. 71). It provides a unique normative framework focusing on world-of-work-related measures to prevent and respond to the devastating effects of crises on economies and societies. It includes internal conflicts and disasters in its scope, features broad and revised guidance on employment and other elements of the Decent Work Agenda by taking into account the complex and evolving nature of contemporary crises, and focuses on recovery and reconstruction, while addressing root causes of fragility and preventive measures for building resilience.

²¹ Arvo Kuddo, David Robalino and Michael Weber, *Balancing regulations to promote jobs: From employment contracts to unemployment benefits* (World Bank Group, 2015).

²² In its General Survey on employment policy instruments of 2020, the CEACR noted the importance of the guidance provided by Recommendation No. 205 in relation to "the development and implementation of policy responses that promote employment and decent work as foundations for crisis response and recovery". See ILO, *Addendum to the General Survey: Promoting employment and decent work in a changing landscape*, International Labour Conference, 109th Session, 2021, para. 222.

²³ United Nations, *Our Common Agenda: Report of the Secretary-General*, 2021; and United Nations, *Our Common Agenda Policy Brief 9: A New Agenda for Peace*, 2023.

29. Recommendation No. 205 was adopted together with a resolution concerning employment and decent work for peace and resilience, which invites ILO constituents to give full effect to the Recommendation.²⁴ A follow-up strategy was further adopted by the Governing Body to support constituents in the development and implementation of local, national and regional strategies and measures, which also aimed to use the established normative platform to advocate for the ILO's core mandate and values, and for it to play a leading role in employment and decent work initiatives in contexts of crisis prevention.²⁵
30. The ILO collaborates closely with other United Nations agencies in the area of peace and resilience, including through a Memorandum of Understanding signed with the Office of the High Commissioner for Refugees (UNHCR) and through ad hoc forms of collaboration in crisis countries including, most recently, Afghanistan. Collaboration with the UNHCR includes the implementation of a 2023–25 joint action plan, the organization of Global Refugee Forums and the use of an indicator framework and a decent work indicator.²⁶ The General Survey might provide an opportunity to examine the extent to which such partnerships have an impact on national laws and practice and on related institutions of social dialogue.
31. Roughly 2 billion people live in countries experiencing situations of fragility and armed violence, and another 200 million are affected by the slow or sudden onset of disasters. Be they a result of violent conflicts, climate change or disasters, crises have staggering economic costs and are linked to unemployment and decent work deficits, creating a vicious cycle: while crises can severely halt and reverse sustainable economic development, with a significant adverse impact on the world of work, unemployment and decent work deficits can themselves be key contributing factors to conflict.
32. Disasters and conflicts do not affect all groups equally. People who are already marginalized, such as women, young people, minorities and indigenous peoples, are the hardest hit. In addition to their impact on persons in vulnerable situations, disasters and conflicts create newly marginalized groups, such as ex-combatants and forcibly displaced people, who often face major barriers when attempting to reintegrate into society. Recommendation No. 205 voices the need to pay particular attention to population groups and individuals who have been made particularly vulnerable by a crisis while recognizing that crises affect women and men differently and highlighting the critical importance of gender equality.
33. Furthermore, the instrument recognizes the importance of developing responses, through social dialogue, to crisis situations arising from conflicts and disasters and of creating an enabling environment for sustainable enterprises. Furthermore, it affirms the need to develop and strengthen measures of social protection and measures to combat child labour arising from or exacerbated by conflicts or disasters.

²⁴ ILO, [Resolution concerning employment and decent work for peace and resilience](#), International Labour Conference, 106th Session, 2017.

²⁵ [GB.331/INS/4/2](#).

²⁶ ILO and UNCHR, [ILO–UNHCR Joint Action Plan 2023–2025](#), June 2023.

Third option: Plantation workers – the Plantations Convention (No. 110) and Recommendation (No. 110), 1958, and the Protocol of 1982 to the Plantations Convention, 1958

34. At its 310th Session (March 2011), the Governing Body classified the Plantations Convention (No. 110) and Recommendation (No. 110), 1958, as instruments cutting across the four strategic objectives of the Decent Work Agenda and specific categories of workers. It classified the Protocol of 1982 to the Plantations Convention, 1958, as cutting across three strategic objectives.²⁷ As such, these instruments are relevant to the strategic objective of employment.
35. Convention No. 110, which entered into force in 1960, has been ratified by 12 Member States,²⁸ 2 of which have also ratified the Protocol of 1982.²⁹ Two Member States have denounced the Convention.³⁰ The latest ratifications date back to 1995, 1981 and 1973. Of the leading agricultural producing countries in the world, only in Mexico is the Convention currently in force.
36. A General Survey would present the first ever opportunity for the supervisory system to examine the conditions of employment of plantation workers based on the international labour standards addressing the topic, namely, Convention No. 110, its Protocol of 1982 and Recommendation No. 110.
37. These instruments address the issue of ensuring decent work for a significant section of the rural workforce in a sector that remains of high importance in the global economy, due in part to the continual production growth of plantation crops.³¹
38. Plantation agriculture is a form of agriculture that concerns the cultivation or production of cash crops at scale. Plantations provide an important source of jobs and income for rural workers. This is particularly true in areas which are heavily dependent on agriculture. Waged workers form over 40 per cent of the world's agricultural labour force.³² Despite their economic importance and their potential to contribute to sustainable development, plantations are often characterized by decent work deficits. Rural workers, including plantation workers, remain among the most socially vulnerable, are the least organized into trade unions, are employed under the poorest health, safety and environmental conditions, and are the least likely to have access to effective forms of social security and protection. Women represent a significant portion of plantation workers. Migrant workers, including women, are vulnerable to discrimination and harassment.³³ In this respect, the international labour standards on plantation workers offer a framework specifically on the engagement and recruitment of migrant workers and on other issues such as maternity protection and equal remuneration.
39. Plantations are also at the centre of just transition policies and food security, two particularly important policy areas in the current context of interlocking crises. By increasing the availability of food on international markets, plantations contribute to food security including,

²⁷ GB.310/LILS/3/1(Rev.), 27.

²⁸ Brazil, Cuba, Côte d'Ivoire, Ecuador, Guatemala, Liberia, Mexico, Nicaragua, Panama, Philippines, Sri Lanka and Uruguay.

²⁹ Cuba and Uruguay.

³⁰ Brazil and Liberia.

³¹ ILO, *Decent Work on Plantations*, 2017, 3.

³² ILO-FAO-IUF, *Agricultural Workers and Their Contribution to Sustainable Agriculture and Rural Development*, 2007, Preface.

³³ ILO, *Meeting of Experts on Violence against Women and Men in the World of Work - Background paper for discussion at the Meeting of Experts on Violence against Women and Men in the World of Work (3–6 October 2016)*.

indirectly, by having a positive impact on food prices. Plantations create, directly and indirectly, employment opportunities for hundreds of millions of people and generate important export earnings. Having strong linkages with other economic sectors, they form an important connection with supply chains ³⁴ and contribute to economic growth and development.

40. Agricultural workers, including workers in plantations, are among the worst affected by climate change. Plantation workers are often exposed to excessive heat for several months each year. The world's warmest regions – the tropics and subtropics – are the worst affected due to pre-existing heat extremes and because of high concentrations of exposed agricultural sectors. Plantation workers are also affected by biodiversity loss and pollution, notably by pesticides.
41. For the purpose of the instruments, the term “plantation” includes any agricultural undertaking regularly employing hired workers which is situated in the tropical or subtropical regions and which is mainly concerned with the cultivation or production for commercial purposes of coffee, tea, sugarcane, rubber, bananas, cocoa, coconuts, groundnuts, cotton, tobacco, fibres (sisal, jute and hemp), citrus, palm oil, cinchona or pineapple; it does not include family or small-scale holdings producing for local consumption and not regularly employing hired workers. The Protocol of 1982 enables Member States that have ratified the Convention to add to that list of crops any one or more of the following: rice, chicory, cardamom, geranium and pyrethrum, or any other crop.
42. Forest plantations have grown in importance for environmental sustainability and biodiversity. Agrarian structures for the production of commodities, including food, timber and biofuel, continue to evolve driven by economic and social factors but increasingly also by considerations related to climate change, biodiversity and land use (including deforestation). The importance of centrally managed plantation agriculture relative to, for example, other commercial farms or smallholder settings has implications for the ability of Member States to deliver decent work in rural communities in line with Convention No. 110, its Protocol of 1982 and Recommendation No. 110.
43. Should the Governing Body wish to select the instruments on plantation workers for a General Survey while expanding the scope of the Survey to include instruments on smallholder agricultural workers, it could consider selecting the Tenants and Share-croppers Recommendation, 1968 (No. 132). Recommendation No. 132 provides guidance to Member States with respect to the protection of tenants (who pay a fixed rent in cash, in kind, in labour, or in a combination of these), sharecroppers (who pay rent in kind consisting of an agreed share of the produce) and similar categories of agricultural workers (who are remunerated by a share of the produce, insofar as they are not covered by laws or regulations applicable to wage earners, when they work the land themselves or with the help of their family, or when they engage outside help within nationally defined limits). Recommendation No. 132, which has never before been the subject of a General Survey, provides that it should be an objective of social and economic policy to “promote a progressive and continuing increase in the well-being of tenants, share-croppers and similar categories of agricultural workers and to assure them the greatest possible degree of stability and security of work and livelihood”.

³⁴ See ILO, *Food and agriculture global value chains: Drivers and constraints for occupational safety and health improvement, Volume 2 – Three case studies*, 2017.

► Draft decision

- 44. The Governing Body requested the Office to prepare, for its consideration at its 350th Session (March 2024), the article 19 report form on the Termination of Employment Convention (No.158) and Recommendation (No. 166), 1982, for the General Survey to be prepared by the Committee of Experts on the Application of Conventions and Recommendations in 2025 for discussion by the Conference Committee on the Application of Standards in 2026.**

[OR]

The Governing Body requested the Office to prepare, for its consideration at its 350th Session (March 2024), the article 19 report form on the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), for the General Survey to be prepared by the Committee of Experts on the Application of Conventions and Recommendations in 2025 for discussion by the Conference Committee on the Application of Standards in 2026.

[OR]

The Governing Body requested the Office to prepare, for its consideration at its 350th Session (March 2024), the article 19 report form on the Plantations Convention (No. 110) and Recommendation (No. 110), 1958, and the Protocol of 1982 to the Plantations Convention, 1958, for the General Survey to be prepared by the Committee of Experts on the Application of Conventions and Recommendations in 2025 for discussion by the Conference Committee on the Application of Standards in 2026.

► **Appendix****List of Conventions and Recommendations on which the Governing Body has previously decided to request reports from governments under article 19 of the Constitution**

1949	
C. 29	Forced Labour Convention, 1930
C. 68	Food and Catering (Ships' Crews) Convention, 1946
C. 69	Certification of Ships' Cooks Convention, 1946
C. 71	Seafarers' Pensions Convention, 1946
C. 73	Medical Examination (Seafarers) Convention, 1946
C. 74	Certification of Able Seamen Convention, 1946
R. 35	Forced Labour (Indirect Compulsion) Recommendation, 1930
R. 36	Forced Labour (Regulation) Recommendation, 1930
R. 67	Income Security Recommendation, 1944
R. 68	Social Security (Armed Forces) Recommendation, 1944
R. 69	Medical Care Recommendation, 1944
R. 77	Vocational Training (Seafarers) Recommendation, 1946
1950	
C. 32	Protection against Accidents (Dockers) Convention (Revised), 1932
C. 81	Labour Inspection Convention, 1947
C. 85	Labour Inspectorates (Non-Metropolitan Territories) Convention, 1947
R. 40	Protection against Accidents (Dockers) Reciprocity Recommendation, 1932
R. 57	Vocational Training Recommendation, 1939
R. 60	Apprenticeship Recommendation, 1939
R. 81	Labour Inspection Recommendation, 1947
R. 82	Labour Inspection (Mining and Transport) Recommendation, 1947
1951	
C. 44	Unemployment Provision Convention, 1934
C. 88	Employment Service Convention, 1948
R. 44	Unemployment Provision Recommendation, 1934
R. 45	Unemployment (Young Persons) Recommendation, 1935
R. 51	Public Works (National Planning) Recommendation, 1937
R. 71	Employment (Transition from War to Peace) Recommendation, 1944
R. 73	Public Works (National Planning) Recommendation, 1944
R. 83	Employment Service Recommendation, 1948
1952	
C. 84	Right of Association (Non-Metropolitan Territories) Convention, 1947
C. 87	Freedom of Association and Protection of the Right to Organise Convention, 1948
C. 97	Migration for Employment Convention (Revised), 1949
R. 86	Migration for Employment Recommendation (Revised), 1949

1953	
C. 94	Labour Clauses (Public Contracts) Convention, 1949
R. 84	Labour Clauses (Public Contracts) Recommendation, 1949
C. 95	Protection of Wages Convention, 1949
R. 85	Protection of Wages Recommendation, 1949
1954	
C. 60	Minimum Age (Non-Industrial Employment) Convention (Revised), 1937
C. 78	Medical Examination of Young Persons (Non-Industrial Occupations) Convention, 1946
R. 79	Medical Examination of Young Persons Recommendation, 1946
C. 79	Night Work of Young Persons (Non-Industrial Occupations) Convention, 1946
R. 80	Night Work of Young Persons (Non-Industrial Occupations) Recommendation, 1946
1955	
C. 98	Right to Organise and Collective Bargaining Convention, 1949
R. 91	Collective Agreements Recommendation, 1951
C. 100	Equal Remuneration Convention, 1951
R. 90	Equal Remuneration Recommendation, 1951
1956	
C. 81	Labour Inspection Convention, 1947
R. 81	Labour Inspection Recommendation, 1947
R. 82	Labour Inspection (Mining and Transport) Recommendation, 1947
C. 87	Freedom of Association and Protection of the Right to Organise Convention, 1948
1957	
C. 26	Minimum Wage-Fixing Machinery Convention, 1928
R. 30	Minimum Wage-Fixing Machinery Recommendation, 1928
C. 99	Minimum Wage Fixing Machinery (Agriculture) Convention, 1951
R. 89	Minimum Wage Fixing Machinery (Agriculture) Recommendation, 1951
1958	
C. 87	Freedom of Association and Protection of the Right to Organise Convention, 1948
C. 98	Right to Organise and Collective Bargaining Convention, 1949
C. 84	Right of Association (Non-Metropolitan Territories) Convention, 1947
R. 91	Collective Agreements Recommendation, 1951
1959	
C. 5	Minimum Age (Industry) Convention, 1919
C. 59	Minimum Age (Industry) Convention (Revised), 1937
C. 6	Night Work of Young Persons (Industry) Convention, 1919
C. 90	Night Work of Young Persons (Industry) Convention (Revised), 1948
C. 77	Medical Examination of Young Persons (Industry) Convention, 1946
1960	
C. 102	Social Security (Minimum Standards) Convention, 1952
(Reports were also requested under Article 76 of the Convention)	
1961	
C. 29	Forced Labour Convention, 1930
C. 105	Abolition of Forced Labour Convention, 1957

R. 35	Forced Labour (Indirect Compulsion) Recommendation, 1930
R. 36	Forced Labour (Regulation) Recommendation, 1930
1962	
C. 111	Discrimination (Employment and Occupation) Convention, 1958
R. 111	Discrimination (Employment and Occupation) Recommendation, 1958
1963	
C. 52	Holidays with Pay Convention, 1936
C. 101	Holidays with Pay (Agriculture) Convention, 1952
R. 47	Holidays with Pay Recommendation, 1936
R. 98	Holidays with Pay Recommendation, 1954
C. 14	Weekly Rest (Industry) Convention, 1921
C. 106	Weekly Rest (Commerce and Offices) Convention, 1957
R. 103	Weekly Rest (Commerce and Offices) Recommendation, 1957
1964	
C. 3	Maternity Protection Convention, 1919
C. 103	Maternity Protection Convention (Revised), 1952
R. 12	Maternity Protection (Agriculture) Recommendation, 1921
R. 95	Maternity Protection Recommendation, 1952
1965	
C. 81	Labour Inspection Convention, 1947
R. 81	Labour Inspection Recommendation, 1947
R. 82	Labour Inspection (Mining and Transport) Recommendation, 1947
1966	
C. 1	Hours of Work (Industry) Convention, 1919
C. 30	Hours of Work (Commerce and Offices) Convention, 1930
C. 47	Forty-Hour Week Convention, 1935
R. 116	Reduction of Hours of Work Recommendation, 1962
1967	
C. 29	Forced Labour Convention, 1930
C. 105	Abolition of Forced Labour Convention, 1957
1968	
17 Conventions (basic human rights, social policy, labour administration, employment policy and services, wages, social security, minimum age and maternity protection)	
1969	
R. 97	Protection of Workers' Health Recommendation, 1953
R. 102	Welfare Facilities Recommendation, 1956
R. 112	Occupational Health Services Recommendation, 1959
R. 115	Workers' Housing Recommendation, 1961
1970	
C. 111	Discrimination (Employment and Occupation) Convention, 1958
R. 111	Discrimination (Employment and Occupation) Recommendation, 1958
1971	
C. 122	Employment Policy Convention, 1964
R. 122	Employment Policy Recommendation, 1964

R. 107	Seafarers' Engagement (Foreign Vessels) Recommendation, 1958
R. 108	Social Conditions and Safety (Seafarers) Recommendation, 1958
1972	
C. 87	Freedom of Association and Protection of the Right to Organise Convention, 1948
C. 98	Right to Organise and Collective Bargaining Convention, 1949
1973	
R. 119	Termination of Employment Recommendation, 1963
1974	
C. 100	Equal Remuneration Convention, 1951
R. 90	Equal Remuneration Recommendation, 1951
1975	
R. 113	Consultation (Industrial and National Levels) Recommendation, 1960
1976	
C. 118	Equality of Treatment (Social Security) Convention, 1962
1977	
R. 123	Employment (Women with Family Responsibilities) Recommendation, 1965
1978	
C. 29	Forced Labour Convention, 1930
C. 105	Abolition of Forced Labour Convention, 1957
1979	
C. 97	Migration for Employment Convention (Revised), 1949
C. 143	Migrant Workers (Supplementary Provisions) Convention, 1975
R. 86	Migration for Employment Recommendation (Revised), 1949
R. 151	Migrant Workers Recommendation, 1975
1980	
C. 138	Minimum Age Convention, 1973
R. 146	Minimum Age Recommendation, 1973
1981	
C. 144	Tripartite Consultation (International Labour Standards) Convention, 1976
R. 152	Tripartite Consultation (Activities of the International Labour Organisation) Recommendation, 1976
1982	
C. 87	Freedom of Association and Protection of the Right to Organise Convention, 1948
C. 98	Right to Organise and Collective Bargaining Convention, 1949
C. 141	Rural Workers' Organisations Convention, 1975
R. 149	Rural Workers' Organisations Recommendation, 1975
1983	
C. 14	Weekly Rest (Industry) Convention, 1921
C. 106	Weekly Rest (Commerce and Offices) Convention, 1957
C. 132	Holidays with Pay Convention (Revised), 1970
R. 116	Reduction of Hours of Work Recommendation, 1962
1984	
C. 81	Labour Inspection Convention, 1947
C. 129	Labour Inspection (Agriculture) Convention, 1969

R. 81	Labour Inspection Recommendation, 1947
R. 82	Labour Inspection (Mining and Transport) Recommendation, 1947
1985	
C. 100	Equal Remuneration Convention, 1951
R. 90	Equal Remuneration Recommendation, 1951
1986	
C. 119	Guarding of Machinery Convention, 1963
R. 118	Guarding of Machinery Recommendation, 1963
C. 148	Working Environment (Air Pollution, Noise and Vibration) Convention, 1977
R. 156	Working Environment (Air Pollution, Noise and Vibration) Recommendation, 1977
1987	
C. 111	Discrimination (Employment and Occupation) Convention, 1958
R. 111	Discrimination (Employment and Occupation) Recommendation, 1958
1988	
C. 102	Social Security (Minimum Standards) Convention, 1952
C. 128	Invalidity, Old-Age and Survivors' Benefits Convention, 1967
R. 131	Invalidity, Old-Age and Survivors' Benefits Recommendation, 1967
1989	
C. 147	Merchant Shipping (Minimum Standards) Convention, 1976
R. 155	Merchant Shipping (Improvement of Standards) Recommendation, 1976
1990	
C. 140	Paid Educational Leave Convention, 1974
R. 148	Paid Educational Leave Recommendation, 1974
C. 142	Human Resources Development Convention, 1975
R. 150	Human Resources Development Recommendation, 1975
1991	
C. 26	Minimum Wage-Fixing Machinery Convention, 1928
R. 30	Minimum Wage-Fixing Machinery Recommendation, 1928
C. 99	Minimum Wage Fixing Machinery (Agriculture) Convention, 1951
R. 89	Minimum Wage-Fixing Machinery (Agriculture) Recommendation, 1951
C. 131	Minimum Wage Fixing Convention, 1970
R. 135	Minimum Wage Fixing Recommendation, 1970
1992	
C. 156	Workers with Family Responsibilities Convention, 1981
R. 165	Workers with Family Responsibilities Recommendation, 1981
1993	
C. 87	Freedom of Association and Protection of the Right to Organise Convention, 1948
C. 98	Right to Organise and Collective Bargaining Convention, 1949
1994	
C. 158	Termination of Employment Convention, 1982
R. 166	Termination of Employment Recommendation, 1982
1995	
C. 111	Discrimination (Employment and Occupation) Convention, 1958 (Special Survey)

1996	
C. 150	Labour Administration Convention, 1978
R. 158	Labour Administration Recommendation, 1978
1997	
C. 159	Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983
R. 168	Vocational Rehabilitation and Employment (Disabled Persons) Recommendation, 1983
1998	
C. 97	Migration for Employment Convention (Revised), 1949
R. 86	Migration for Employment Recommendation (Revised), 1949
C. 143	Migrant Workers (Supplementary Provisions) Convention, 1975
R. 151	Migrant Workers Recommendation, 1975
1999	
C. 144	Tripartite Consultation (International Labour Standards) Convention, 1976
R. 152	Tripartite Consultation (Activities of the International Labour Organisation) Recommendation, 1976
2000	
C. 4	Night Work (Women) Convention, 1919
C. 41	Night Work (Women) Convention (Revised), 1934
C. 89	Night Work (Women) Convention (Revised), 1948
P. 89	Protocol of 1990 to the Night Work (Women) Convention (Revised), 1948
2001	
C. 137	Dock Work Convention, 1973
R. 145	Dock Work Recommendation, 1973
2002	
C. 95	Protection of Wages Convention, 1949
R. 85	Protection of Wages Recommendation, 1949
2003	
C. 122	Employment Policy Convention, 1964
R. 169	Employment Policy (Supplementary Provisions) Recommendation, 1984
C. 142	Human Resources Development Convention, 1975
R. 189	Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998
2004	
C. 1	Hours of Work (Industry) Convention, 1919
C. 30	Hours of Work (Commerce and Offices) Convention, 1930
2005	
C. 81	Labour Inspection Convention, 1947
P. 81	Protocol of 1995 to the Labour Inspection Convention, 1947
R. 81	Labour Inspection Recommendation, 1947
R. 82	Labour Inspection (Mining and Transport) Recommendation, 1947
C. 129	Labour Inspection (Agriculture) Convention, 1969
R. 133	Labour Inspection (Agriculture) Recommendation, 1969
2006	
C. 29	Forced Labour Convention, 1930
C. 105	Abolition of Forced Labour Convention, 1957

2007	
C. 94	Labour Clauses (Public Contracts) Convention, 1949
R. 84	Labour Clauses (Public Contracts) Recommendation, 1949
2008	
C. 155	Occupational Safety and Health Convention, 1981
P. 155	Protocol of 2002 to the Occupational Safety and Health Convention, 1981
R. 164	Occupational Safety and Health Recommendation, 1981
2009	
C. 88	Employment Service Convention, 1948
C. 122	Employment Policy Convention, 1964
C. 142	Human Resources Development Convention, 1975
C. 181	Private Employment Agencies Convention, 1997
R. 189	Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998
R. 193	Promotion of Cooperatives Recommendation, 2002
2010	
C. 102	Social Security (Minimum Standards) Convention, 1952
C. 168	Employment Promotion and Protection against Unemployment Convention, 1988
R. 67	Income Security Recommendation, 1944
R. 69	Medical Care Recommendation, 1944
2011	
C. 29	Forced Labour Convention, 1930
C. 105	Abolition of Forced Labour Convention, 1957
C. 87	Freedom of Association and Protection of the Right to Organise Convention, 1948
C. 98	Right to Organise and Collective Bargaining Convention, 1949
C. 100	Equal Remuneration Convention, 1951
C. 111	Discrimination (Employment and Occupation) Convention, 1958
C. 138	Minimum Age Convention, 1973
C. 182	Worst Forms of Child Labour Convention, 1999
2012	
C. 151	Labour Relations (Public Service) Convention, 1978
C. 154	Collective Bargaining Convention, 1981
R. 159	Labour Relations (Public Service) Recommendation, 1978
R. 163	Collective Bargaining Recommendation, 1981
2013	
C. 131	Minimum Wage Fixing Convention, 1970
R. 135	Minimum Wage Fixing Recommendation, 1970
2014	
C. 11	Right of Association (Agriculture) Convention, 1921
C. 141	Rural Workers' Organisations Convention, 1975
R. 149	Rural Workers' Organisations Recommendation, 1975
2015	
C. 97	Migration for Employment Convention (Revised), 1949
C. 143	Migrant Workers (Supplementary Provisions) Convention, 1975

R. 86	Migration for Employment Recommendation (Revised), 1949
R. 151	Migrant Workers Recommendation, 1975
2016	
C. 167	Safety and Health in Construction Convention, 1988
C. 176	Safety and Health in Mines Convention, 1995
C. 184	Safety and Health in Agriculture Convention, 2001
C. 187	Promotional Framework for Occupational Safety and Health Convention, 2006
R. 175	Safety and Health in Construction Recommendation, 1988
R. 183	Safety and Health in Mines Recommendation, 1995
R. 192	Safety and Health in Agriculture Recommendation, 2001
R. 197	Promotional Framework for Occupational Safety and Health Recommendation, 2006
2017	
C. 1	Hours of Work (Industry) Convention, 1919
C. 14	Weekly Rest (Industry) Convention, 1921
C. 30	Hours of Work (Commerce and Offices) Convention, 1930
C. 47	Forty-Hour Week Convention, 1935
R. 116	Reduction of Hours of Work Recommendation, 1962
C. 89	Night Work (Women) Convention (Revised), 1948
P. 89	Protocol of 1990 to the Night Work (Women) Convention (Revised), 1948
R. 13	Night Work of Women (Agriculture) Recommendation, 1921
C. 106	Weekly Rest (Commerce and Offices) Convention, 1957
R. 103	Weekly Rest (Commerce and Offices) Recommendation, 1957
C. 132	Holidays with Pay Convention (Revised), 1970
R. 98	Holidays with Pay Recommendation, 1954
C. 171	Night Work Convention, 1990
R. 178	Night Work Recommendation, 1990
C. 175	Part-Time Work Convention, 1994
R. 182	Part-Time Work Recommendation, 1994
2018	
R. 202	Social Protection Floors Recommendation, 2012
2019	
C. 122	Employment Policy Convention, 1964
C. 159	Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983
C. 177	Home Work Convention, 1996
R. 168	Vocational Rehabilitation and Employment (Disabled Persons) Recommendation, 1983
R. 169	Employment Policy (Supplementary Provisions) Recommendation, 1984
R. 184	Home Work Recommendation, 1996
R. 198	Employment Relationship Recommendation, 2006
R. 204	Transition from the Informal to the Formal Economy Recommendation, 2015
2020	

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2021	
C. 149	Nursing Personnel Convention, 1977
R. 157	Nursing Personnel Recommendation, 1977
C. 189	Domestic Workers Convention, 2011
R. 201	Domestic Workers Recommendation, 2011
2022	
C. 111	Discrimination (Employment and Occupation) Convention, 1958
R. 111	Discrimination (Employment and Occupation) Recommendation, 1958
C. 156	Workers with Family Responsibilities Convention, 1981
R. 165	Workers with Family Responsibilities Recommendation, 1981
C. 183	Maternity Protection Convention, 2000
R. 191	Maternity Protection Recommendation, 2000
2023	
C. 150	Labour Administration Convention, 1978
R. 158	Labour Administration Recommendation, 1978
2024	
C. 121	Employment Injury Benefits Convention, 1964 [Schedule I amended in 1980]
R. 121	Employment Injury Benefits Recommendation, 1964
C. 102	Social Security (Minimum Standards) Convention, 1952 (Part VI)
C. 12	Workmen's Compensation (Agriculture) Convention, 1921
2025	
To be decided by the Governing Body	