



**Programme of cooperation
between the Russian Federation and
the International Labour Organisation
for 2021-2024**

I. Preamble

This Programme of cooperation between the Russian Federation and the International Labour Organisation (ILO) for 2021-2024 (hereinafter **Programme of Cooperation**) is based upon the national priorities in social and labour affairs. It has been prepared through consultative dialogue between the social partners, namely the Ministry of Labour and Social Protection of the Russian Federation, the Federation of Independent Trade Unions of Russia, and the Russian Union of Industrialists and Entrepreneurs, as the first party; and the International Labour Organisation as represented by the Decent Work Technical Support Team and the ILO Country Office for Central and Eastern Europe, as the second party.

The Programme of Cooperation builds upon previous programmes of cooperation and has been devised with due regard for new social and economic realities.

This Programme has been derived from the objectives in the Prognosis for Long-term Socio-economic Development in the Russian Federation through 2030, the ILO Decent Work Agenda, the ILO Centenary Declaration for the Future of Work, and the UN Sustainable Development Goals through 2030 and in particular from Goals 8 ("Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all") and 16 ("Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels") as well as from the Report of the Global Commission on the Future of Work entitled "Work for a Brighter Future" and the ILO Global Summit on COVID-19 and the World of Work. The priorities of the Programme and the objectives of cooperation fully conform to the inseparable, interrelated and mutually supportive character of the ILO strategic objectives as expressed in the 2008 ILO Declaration on Social Justice for a Fair Globalization.

Acknowledging the new socio-economic conditions ushered in by the spread of COVID-19 and its effect on the labour market worldwide, the Programme of Cooperation aims for the fastest possible recovery within the Russian Federation while taking into account the interests of the social partners.

The Programme of Cooperation is based on Russia's membership in the ILO and other international organisations, and takes into account the Agreement between the Government of the Russian Federation and the International Labour Organisation concerning the Office of the International Labour Organisation in Moscow, signed on 5 September 1997.

The primary objective of the Programme is to facilitate further development of social and labour relations in the Russian Federation by establishing and applying the principles of decent work through targeted efforts such as supporting sustainable enterprises, increased employment, social protection, occupational safety and health, social dialogue, international labour standards and the fundamental principles and rights pertaining to labour.

The Russian Federation places a high value on cooperation with the ILO and fully endorses the ILO's basic policy positions and techniques for achieving social justice and improving the quality of life, in which decent work is identified as an important goal for action at the national level.

At present the Russian Federation and the ILO are moving ahead with the G20 Strategy entitled "A Skilled Workforce for Strong, Sustainable and Balanced Growth". This occupational training strategy was devised by the ILO, and is being carried out with financial and technical support from the Russian Federation in a number of countries in order to meet their demand for highly skilled personnel.

As part of the Programme of Cooperation, phase II of the ILO's joint project with the LUKOIL Company, "Partnerships for Youth Employment in the Commonwealth of Independent States", is also being carried out to improve the effectiveness of employment policies and programmes that provide decent jobs to young people in the countries of Eastern Europe and Central Asia.

II. The socio-economic situation in the context of decent work

The year 2020 has been a turning point for the global economy. The primary factor was the spread of the novel coronavirus COVID-19, which has impacted every sector without exception but has affected healthcare, employment and business to the greatest extent.

According to the Russian Federation's official statistics, 6.7 million people have been affected by economic changes due to COVID-19. This has made the creation of high-quality jobs a matter of special urgency for future economic progress.

ROSSTAT's statistics show a total workforce of 74.7 million persons aged 15 or more in the Russian Federation as of June 2020; of these, 70.1 million are classified as economically active and 4.6 million (6.2%) as unemployed according to the ILO's criteria. The level of employment (the segment of the total population aged 15 or more that is employed) stood at 58.0% in June 2020. Women made up 47.7% of those aged 15 or more who were unemployed; urban residents comprised 67.7%; young people between the ages of 15 and 25 were 18.2% of total unemployment; and those without any work experience made up 21.2%. Unemployment for rural inhabitants (8.8%) was higher than for urban dwellers (5.4%), and more men (6.3%) than women (6.1%) were unemployed.¹

As in previous years, several groups are at a great disadvantage in the labour market, such as women with young children, certain categories of youth (those without occupational training or graduates of vocational training institutions who have no work experience), parents with many children, persons with disabilities, and those of retirement age or approaching it. Measures that support these groups demand constant attention.

In order to engineer a development breakthrough for the Russian Federation, increase the population, improve the standard of living, create comfortable living conditions, and also employ the talents of every person, the President of the Russian Federation by his Decree dated 21 July 2020 has identified National Development Goals through 2030.

The country has also adopted and is now implementing the Russian Federation State Employment Promotion Programme, whose purpose is to create the legal, economic and institutional prerequisites for effective development of the labour market. The most important goals of this programme are: to secure the right of citizens to protection from unemployment; to prevent risk factors that distress the labour market; to train employees of enterprises in order to increase labour productivity; to assist employees in maintaining their qualifications; to secure the labour rights of citizens; and to establish a culture of occupational safety.

The stress coefficient (the number of people registered as unemployed with employment agencies per 100 vacancies posted by employers with those agencies) for the Russian Federation as a whole increased from 49 persons per 100 vacancies at the end of June 2019 to 208 persons per 100 vacancies at the end of June 2020.

¹ Official site of the Federal State Statistics Service. Available online at: https://rosstat.gov.ru/bgd/free/B04_03/IssWWW.exe/Stg/d05/140.htm

During the same period some other social indicators were also cause for concern: the portion of the population with less than the minimum subsistence income, and also the gap between the highest and lowest income brackets.² There are also regional differences in the standard of living.

In response to the spread of the novel coronavirus, the Russian Federation adopted a series of measures aimed at both supporting the sectors most adversely affected by COVID-19 as well as aiding the unemployed.

One of the principal priorities in social and labour relations is maintaining **safe work conditions**.

In order to update the requirements for occupational safety with reference to the “Regulatory Guillotine”, draft directives of Russia’s Ministry of Labour are being prepared for approval of the occupational safety rules for various jobs. The outcomes in enforcing the existing regulatory acts and changes in legislation have revealed the need to review them in the light of the current state of technological development and of the introduction of an occupational risk management system in keeping with international labour standards.

Adopting new occupational safety rules with updated requirements developed in part from the best Russian and international practices together with improved operation of labour inspection will significantly improve prevention of injuries and occupational illnesses for employees of organisations engaged in various types of economic activity.

Social dialogue functions quite effectively at the national level through the Russian Tripartite Commission on Regulation of Social and Labour Relations and the application of the tripartite General Agreement. The current General Agreement is valid from 2018 through 2020. The need to strengthen social dialogue at the sectoral, regional (oblast) and territorial (municipal) levels is becoming more and more evident.

Inasmuch as the General Agreement between nationwide trade unions, nationwide associations of employers, and the Government of the Russian Federation for 2018-2020 is about to expire, the social partners are now in discussions about the format of the General Agreement for the next term.

Strong and competent social partners are a prerequisite for effective social dialogue. The efforts of trade unions and employers’ associations should now be concentrated on strategic objectives and on the retention and expansion of their respective membership bases. The most important task today is to build the capacity of the social partners and facilitate their productive cooperation with the Government of the Russian Federation in regulating social and labour relations and the economic relations connected with them. Another equally important aspect of social partnership in Russia is to devise effective methods for extrajudicial, voluntary and prompt resolution of labour disputes.

As regards **international standards and norms**, the Russian Federation has ratified 77 ILO Conventions (including the eight fundamental ones) and two Protocols. During the previous Programme of Cooperation (2017-2020) three Conventions and one Protocol were ratified: the Social Security (Minimum Standards) Convention, 1952 (No. 102), the 1974 Convention concerning Prevention and Control of Occupational Hazards caused by Carcinogenic Substances and Agents

² ROSSTAT statistics indicated that the highest income bracket earned 15.6 times the income of the lowest bracket in 2018, and the preliminary figure for 2019 was 15.4 times. Available online at: http://www.gks.ru/storage/mediabank/uov_32g.doc

(No. 139), the 1988 Convention concerning Safety and Health in Construction (No. 167) and Protocol No. 29 of 2014 to the 1930 Forced Labour Convention.

Ratification and application of ILO Conventions is scheduled to continue.

III. Main priorities and avenues of cooperation

Recognizing the ongoing transformations in labour and also acknowledging the obligations incurred under the ILO Constitution, the tripartite partners through a process of consultation have agreed upon and set forth the following main priorities for cooperation between the RF and the ILO from 2021 through 2024:

1. Arriving at a human-centred approach to labour development

The world of work is now undergoing great changes. Labour relations are being transformed, and new kinds of employment are appearing. In these circumstances, the tripartite partners are holding fast to observing labour standards and taking the steps required to ensure decent work for people.

In order to arrive at a human-centred approach to labour development, the joint efforts of the social partners and the ILO will be directed toward carrying out the following tasks:

- formulating an effective state labour policy aimed at providing full, productive, freely chosen employment to all the country's citizens;
- providing the means for workers to acquire knowledge, competencies, skills and work experience throughout their lives;
- establishing equality and fairness in wages and employment;
- improving legislation pertaining to non-discrimination and advancement of gender equality in employment;
- building the capacity of labour market institutions including the State Employment Service to ensure the quality, efficiency and coverage of services offered to vulnerable groups and to employers;
- ensuring equal opportunity for employment to persons with disabilities and in vulnerable forms of employment, including access to occupational training;
- establishing favourable conditions for creating jobs and modernizing inefficient jobs;
- facilitating the operation of sustainable enterprises as one of the main sources of economic growth;
- creating incentives for long-term investment in the real economy in order to provide decent and stable employment;

- supporting the private and public sectors as worthy and significant employers;
- using a risk-oriented approach to increase the effectiveness of federal state monitoring of compliance with labour legislation and other legal regulatory acts containing standards for labour rights;
- taking steps to implement the ILO Social Security (Minimum Standards) Convention No. 102 and the ILO Social Protection Floors Recommendation No. 202;
- providing universal coverage by social protection from birth through old age to citizens and workers in all types of employment including the self-employed and those employed in the informal economy, in keeping with the ILO Social Security (Minimum Standards) Convention No. 102 and the ILO Social Protection Floors Recommendation No. 202.

2. Strengthening social dialogue, developing the system of collective agreements and tripartite collaboration, and promoting international labour standards

Collaboration among the social partners in order to resolve the most pressing issues in social and labour relations is an effective way to achieve economic growth, stable employment and increase real income for the population. Developing the social partnership system at all levels remains a key task for the ILO, the Government of the Russian Federation, associations of employers, and trade unions. In keeping with this, the tripartite partners intend to carry out actions of the following kinds:

- facilitating development of social partnership at all levels;
- providing all workers and employers with access to freedom of association in employers' associations and trade unions together with the right to conduct collective bargaining;
- expanding the membership of trade unions and employers' associations;
- habituating trade unions and employers to participate in social dialogue in both traditional and new sectors of the economy;
- involving the parties to social partnership more deeply in solving the most important problems of social and labour relations and the economic relations connected with them, including increasing employment and wages;
- encouraging occupational and public initiatives by trade unions and employers' associations as decisive factors for inclusive and stable economic development;
- facilitating ratification and implementation in practice of ILO Conventions and Recommendations;
- fulfilling the obligations incurred by the ILO Constitution;

- improving the standards and provisions of labour legislation in response to changing conditions in the modern economy;
- increasing the effectiveness of methods for resolving collective labour disputes and preparing proposals for the extrajudicial settlement of labour disputes;
- building the capacity of organisations of employers and trade unions (in particular at the regional level) for providing a broader range of services to their members with due regard for the experience of other countries;
- enhancing the role of social partnership in implementing legal acts regulating labour relations and the economic relations connected with them;
- encouraging employers to enrol in employers' associations.

3. *Safe and healthy work conditions as a fundamental factor in decent work*

Ensuring that the lives and health of workers are not threatened on the job is one of the main values guiding state policy.

Safe and healthy work conditions are an important factor in recruiting labour, in making it highly productive and in attaining general economic well-being for the country.

Reforming the system of occupational safety and health involves complex solutions which depend upon developing an up-to-date theoretical framework for occupational safety and health as well as on revamping state policies for protecting workers from occupational hazards.

It is essential to strengthen social partnership at the level of individual companies in matters of occupational safety and health and in particular through institutional facilitation of interaction between management and employees.

The new theoretical framework for occupational safety will still need to retain all the forms of compensation for loss of the capacity to work. For that purpose, institutions that conduct individual assessments of the extent of loss of the capacity to work must take the lead.

As part of this priority for the Programme of Cooperation, the joint efforts of the tripartite partners and the ILO should concentrate on the following areas:

- identifying and discussing modern methods for evaluating work conditions as the basis for creating systematic preventive measures for workers;
- elaborating the principles of occupational safety in light of socially transmitted diseases and on the basis of international labour standards along with additional regulation of remote work in response to the challenges presented by the coronavirus pandemic;

- assisting in the dissemination and implementation of best practices for the creation, elaboration and effective functioning of occupational safety and health committees (commissions) in compliance with the provisions of an occupational safety and health management system and national laws and practices.

4. Broadening employment opportunities and increasing labour productivity, modernizing labour legislation and the system for qualification

The joint activities of the tripartite partners and the ILO will be aimed at achieving the following basic goals (results):

- broadening and strengthening the cooperation with the ILO in achieving the UN Sustainable Development Goals, and in particular SDG 4 (“Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all”), SDG 8 (“Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”), SDG 10 (“Reduce inequality within and among countries”), SDG 12 (“Ensure sustainable consumption and production standards”), SDG 13 (“Take urgent action to combat climate change and its impacts”), SDG 16 (“Promote peaceful and inclusive societies”) and SDG 17 (“Strengthen the means of implementation and revitalize the global partnership for sustainable development”);
- preparing youth for the labour market;
- studying international practices for participation of workers’ representatives in managing organisations (enterprises), including for the purpose of increasing labour productivity;
- increasing the mobility of the workforce;
- devising an effective employment policy taking into account rapidly increasing use of robotics and automation and the introduction of new technologies that cause massive dismissals and long-term unemployment;
- facilitating the transition from informal to formal employment; broadening employment opportunities by promoting development of entrepreneurship, and small and medium-size businesses, and also by extending the coverage of social protection to workers employed in diverse types of enterprises and engaged in various forms of atypical employment;
- improving labour legislation in response to the realities of the labour market and taking into account digitalization of document exchange;
- studying international practices for regulating atypical forms of employment, such as working through agencies and remote, combined, temporary, part-time and platform employment;

- developing occupational guidance and a system of qualification to be used as the basis for further improvement in occupational training and retraining of personnel in accordance with the demands of the labour market;
- sharing experience and information concerning adaptation of national qualification systems to changing labour market conditions (including the introduction of artificial intelligence, digitalization of the workplace, and an enhanced role for soft skills).

IV. Monitoring and evaluation of the Programme of Cooperation


After the Programme of Cooperation is adopted, a Work Plan for implementing the Programme will be prepared with indication of activities, deadlines, anticipated results, and indicators for measuring results. The permanently standing tripartite working group with participation from the ILO will assist the Parties in monitoring and evaluation of the execution of the Programme.

The ILO will provide technical support to the tripartite partners in carrying out the Programme depending upon the available financial and personnel resources. Mobilization of resources at the local level in order to carry out the Programme is the joint responsibility of the ILO and the Government of the Russian Federation.

At the close of the Programme the Parties will hold a joint conference to assess results and lessons learned, arrive at general conclusions and plan subsequent activities.

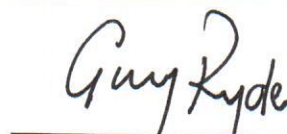
Signed on eleventh day of December 2020.

Minister of Labour and Social Protection
of the Russian Federation



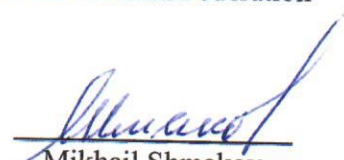
Anton Kotyakov

Director-General
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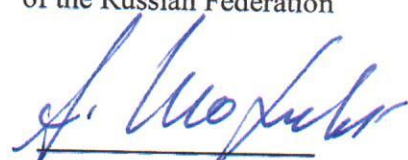
Guy Ryder

On behalf of trade unions
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