



# Newsletter

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## ILO Director General Juan Somavia—Laureate of the Golden Steering Wheel Award

The International Public Award “Golden Steering Wheel” was instituted by the Managers of the New Age Fund of Russia ([www.fbm.ru](http://www.fbm.ru)). It



was conferred on the ILO Director General Juan Somavia in November 2003 by the decision of

the International Public Commission that was announced at the V-th Peter the Great Assembly. The delegation of the Fund and its Commission arrived in Geneva to hold an awarding ceremony at the ILO Headquarters that took place on February 27. The ILO Director General warmly welcomed the delegation that included: Viktor Zasytko, President of the Managers of the New Age Fund; Viktor Kolesnikov, State Duma Deputy, Member of the International Public Commission; Sergey Lachin, Director, Institute for European Integration, and Olga Klukina, Head of the Project “Golden Steering Wheel”.

Juan Somavia expressed his deep appreciation of the Award and said: “It is indeed a profound honour to receive this prestigious award and to be included in the list of past recipients, so many people I respect and admire. I see this is an award bestowed not so much on me as on our institution. And it is especially meaningful that I receive it as we mark the 35<sup>th</sup> anniversary of the ILO being awarded the Nobel Peace Prize.” In his speech the Director General also underlined the close cooperation between the ILO and its Russian tripartite constituents: “Our relationship is a prime example of dialogue in action and it is reflected in so many ways – from our new work-based HIV/AIDS programme in Russia, to Labour Code reform to fighting child labour”. ■

## New ILO Study “Investing in Every Child”

*“The Russian Federation has an opportunity to ensure the maintenance of high levels of school attendance by implementing ILO Convention No.182 ratified in March 2003 and ensure the effective implementation of Convention No.138. It is also necessary to ensure that children receive the appropriate medical care as they develop and children engaged in child labour are at the greatest risk”, said Pauline Barrett-Reid, Director of the ILO Subregional Office in Moscow in her interview at the “Ekho Moskvy” radio station, which she gave on the occasion of a new ILO study on child labour.*

The study entitled “Investing in Every Child, An Economic Study of the Costs and Benefits of Eliminating Child Labour” says the benefits of eliminating child labour will be nearly seven times greater than the costs, or an estimated USD 5.1 trillion in the developing and transitional economies, where most child labourers are found. An estimated outlay to end child labour in the world is just 20 percent of current military expenditure in developing and transition countries, the ILO report says. The study is the first integrated analysis of this kind to be conducted worldwide. It compares costs and benefits – not with a view to justifying action to eliminate child labour, which is already called for by the ILO in its Conventions Nos. 138 and 182 – but with the aim of understanding the economic implications of these interna-

tional commitments. The report draws on a large range of data from all over the world.

According to the study, eliminating child labour would be a “generational investment” and a sustained commitment to children, both today and tomorrow. In the first years, the costs would almost certainly exceed returns. However, net economic flows would turn dramatically positive as the effects of improved education and health take hold. By 2020, costs would be far outweighed by the returns, leaving annual benefits of around USD 60 billion. Each extra year of schooling for a child up to the age of 14 results in an additional 11 percent of future annual earnings, the report found.

But future earnings, however large, may not be enough to convince families living in poverty to stop sending children to work in order to secure food on the table today. Families will have to go without their children's income for years, a choice many poor parents will be unable to make without help.

To ease the initial pain of eliminating work by children, the study suggests so-called “income transfer programmes” - a form of state benefit based on a successful Brazilian program Bolsa Escola, which would pay 60 to 80 percent of a child's average labour value to needy households. Beyond helping individual families, governments must also invest in new schools, books and equipment, and they must educate more teachers. ■





## ILO Model of Socio-economic Consequences of HIV/AIDS in Russia

*In recent years, the Russian Federation has experienced a rise in reported cases of HIV infection - the total number of reported HIV cases in Russia climbed to over 264 thousand by 2004 - a huge increase over the 10 993 cases reported less than six years ago, at the end of 1998. According to various authoritative sources, the actual HIV incidence indicator in the country is 2.5 to 4 times higher than the official records.*

Undeniably HIV/AIDS is a growing health problem but at the same time it is a workplace problem with disastrous consequences for the social and economic progress of many countries. HIV/AIDS is a major threat to the world of work: it is affecting the most productive segment of the labour force and reducing earnings, and it is imposing huge costs on enterprises in all sectors through declining productivity, increasing labour costs and loss of skills and experience.

Recently the ILO has launched its Model of Socio-economic consequences of HIV/AIDS in the Russian Federation that took place on

February 20 at the Ministry of Labour and Social Protection of the RF. The ILO study is an attempt to assess the socio-economic cost of the epidemic. The computer model is based on detailed data on the numbers of the newly diagnosed cases of HIV infection starting from 1996 and disaggregated by sex and age groups. The data was provided by the Russian Federal AIDS Centre.

The ILO model enables the user to calculate the possible impact of different scenarios of the epidemic up to 2050: on the epidemiological situation (number of HIV-infected persons and people with AIDS), the labour market (economically active and employed population, productivity), health expenditure on medical examination and treatment of people with HIV/AIDS, parameters of pension system (number of pensioners by type of pension, replacement rate, contributions), expenditures on short-term disability benefits and the macroeconomic situation (GDP).

The aim of the model is to calculate the costs of various scenarios of the development

of the epidemic. Each user can create their own scenarios in the model in order to learn the social consequences. For instance, given one of the worst scenarios the costs of medical examination and treatment of people with HIV/AIDS in 2010-2015 may rise up to 0.5 percent of the GDP. The additional cost of short-term disability benefits may amount to 7 percent, while pension fund revenues may decrease by 6 percent in comparison with the scenario that does not take HIV/AIDS into account.

The model can be applied, with some adjustments, to individual regions of Russia as well as to other CIS states where social protection systems are similar. It can be used as a budgeting and analytical tool for decision makers, experts, trade unions, employers' associations, nongovernmental organizations and others. Alexander Pochinok, Minister of Labour of Social Development of the RF, commended the ILO initiative. "HIV/AIDS prevention is one of the six priorities in our cooperation with the ILO for this biennium", said the Minister.

If you wish to obtain a CD-ROM with this Model please send your request to the ILO Subregional Office in Moscow ([moscow@ilo.org](mailto:moscow@ilo.org)). ■



## New Forced Labour in Russia

*Nowadays Russia is a major receiving, transit and sending country for migration. Today the number of illegal migrants in Russia is estimated at 3.5 to 5 million persons, mainly from the CIS states and the South-East Asia. Illegal migration and trafficking of people has resulted in numerous cases of forced labour and other forms of labour exploitation of migrant-workers.*

In 2003 the ILO Special Action Programme to Combat Forced Labour conducted a study – first in the Russian Federation – on modern forms of forced labour and its connection with illegal migration and trafficking. The study called New Forms of Forced Labour in Russia covers Moscow and its region, Omsk and Stavropol region.

The study analyses labour legislation and its gaps in the field of economic migration, makes recommendations on the ways to improve federal laws, draws up a portrait of an average migrant worker, contemplates the methods of job placement that cause illegal employment and investigates forms of labour exploitation.

The study noted serious 'gaps' in Russian criminal, labour and migration laws and called

for a more effective law enforcement as well as for a public awareness campaign to counteract the tolerant attitude of the authorities and society towards human exploitation. One of the most serious problems in the country is corruption, which has percolated all spheres and aspects of labour migration. The scale it has achieved in Russia (over 70 percent of fines for not having registration are paid by migrants unofficially, i.e. are bribes) requires urgent steps to improve the situation.

The study also noted an extremely low level of formalization of labour relations and its negative effect on the social and personal protection of the working migrants. Less than 25 percent of the polled migrants have work permits. Less than 20 percent of labour migrants have a signed contract with employer. Migrants work on average an 11-hour day, 6 days a week, i.e. approximately 60-hour working week. However very often their working hours amount to 16-18 hours each day; about one third of questioned migrants work 12 hours a day and more. A considerable number of migrants work without days off.

The Russian chaotic market and corruption among officials results in serious marginalization of labour migrants and the emergence of new forms of forced labour and slavery-like conditions. The study examined a wide range of data and identified various forms of exploitation of migrants in Russia, i.e.: compulsion to work extra-time without pay (62 percent), highly intensified work (44 percent), lengthy wage delays (39 percent), compulsion to perform work for which consent has not been given (38 percent), compulsion to work without pay (24 percent), compulsion to provide sex services (22 percent of polled women), psychological violence, threats, blackmail (21 percent), withdrawal of documents and restricted freedom of movement – being kept locked up all the time or for some time (20 percent), debt bondage and others. Such cases are now so widespread in the country that they are not perceived as marginal or unlawful practices, but as a normal state of affairs.

The ILO will continue its work on this issue in the framework of the recently signed project on Combating human trafficking and forced labour outcomes in Central Asia and the Russian Federation (see page 8). The current study is available on the [www.ilo.ru](http://www.ilo.ru) website. ■



## Tajikistan – Russia: migration for employment

One of the serious consequences of the dissolution of the USSR has been the emergence of economic migration by workers from the former Soviet republics into the Russian Federation. Its massive and mostly illegal character has been recently widely discussed by government officials, experts and the mass media. The ILO being at the forefront in fighting forced labour, poor working conditions and lack of social security, which frequently accompanies illegal migration, implemented a project on



Tajik workers at a construction site of Moscow

“The social status of workers from Tajikistan in the construction industry in Russia”. In the framework of this project the Institute for Comparative Labour Relations Research (ISITO) on behalf of the ILO conducted a study aimed at workers from Tajikistan employed in the construction industry in Moscow and Moscow region, their households and potential workers from Tajikistan.

Experts consider 1993-1994 to be the period when economic migration from Tajikistan emerged. It was in this period, when the civil war resulted in a great economic recession, that the unemployment levels rocketed and Tajikistan citizens, faced with the deteriorating life standards, started going abroad as migrant workers in search for jobs. The workflow of migrant workers from Tajikistan is growing each year, which causes concern in both countries. The absolute majority of migrant workers are men, over a half are young men. Generally, migrant workers belong to the most active and labour productive age categories. The main incentive for the RT citizens to leave the country in search of a job is the desire to improve their families' living standards by higher earned incomes. There is no exact official data but Mamadsho Ilolov, RT Minister of Labour, admitted that "the overall number of Tajik migrants abroad can amount to about 400-500 thousand people".

The ILO-ISITO study was conducted in the Russian Federation and the Republic of Tajikistan in June-September 2003; in total, 21 experts took part in the survey, including 11 in Russia and 10 in Tajikistan. It is based on a review of the publications, legislation of both countries, statistical data, expert evaluation of the problem, detailed interviews with migrants currently working at construction sites of Moscow and its region, their families in Tajikistan, as well as with former and potential migrants in Tajikistan (151 interviews in total).

The study seeks to explain the reasons behind illegal migration for employment and to explore legislative and practical measures to improve the current situation. Using the technique of an interviewer questionnaire it reviews the socio-demographic status of migrant workers, forms of forced labour and exploitation, motivation for migration for employment, living conditions, social protection, labour relations, violation of migrant workers' rights and a number of other issues.

The results of the survey show that :

- The majority of migrant workers from Tajikistan work at construction sites illegally. Therefore the workers are not subject to legal regulations and are not protected in a foreign country;
- Illegal migrant workers are mainly engaged in the most difficult and low-paid jobs;
- Due to their illegal status migrant workers have no social security, including medical care;
- Workers are often not paid their wages or less than it was previously agreed;
- They often fall victims to forced labour with adverse working conditions. While subjected to forced labour, the workers do not complain. Those who try to defend their rights only occasionally achieve positive results;
- Workers tend to have poor living conditions – they often live on the construction site – and are exposed to threatening behaviour from some employers;
- Illegal workers from Tajikistan are easy victims to harassment by the Russian police.

The study also gives the reasons for the development of illegal economic migration from Tajikistan into Moscow construction industry:

- Imperfect legislation on economic migration in both states. Lack of clearly defined mechanisms of implementation and enforcement of existing laws;
- Lack of effective bilateral agreements, which

- could provide a legal basis for the organisation and regulation of economic migration;
- High demand for illegal manpower in the destination country because of its profitability;
- Low level of legal literacy among migrant workers, which is conducive to their engagement in the shadow economy;
- Complicated legalization procedures for both the employer and the worker.

The experts agree that the main way to improve the social status of illegal migrant workers from Tajikistan is to legalise their employers. This requires initiatives in the Russian Federation, which would make illegal employment of migrant workers very unprofitable for the employer. Decisive measures are necessary in the Republic of Tajikistan to restore the national economy, reduce unemployment and improve the socio-economic situation of the population.

The results of the ILO project were published and presented to the social partners and other interested parties on March 5 2004. The ILO aims at a wide distribution of the study, which is a valuable tool in the field of illegal migration prevention. If you wish to obtain this paper, please, contact [moscow@ilo.org](mailto:moscow@ilo.org).



Migrants' families in Tajikistan

In the light of the above-described problem the Federation of Independent Trade Unions of Russia (FITUR) in cooperation with the ILO has produced a Booklet for a foreign citizen working in Russia. It provides information on the rights and obligations of a worker, labour agreements, wages, pension and medical insurance, occupational safety and other issues. It contains trade union contact data where foreign workers can refer to the advice. The FITUR intends to widely distribute this booklet in the airports and on board of the airplanes coming from the CIS. For further information on the booklet please refer to the FITUR at [fnprapp@fnpr.ru](mailto:fnprapp@fnpr.ru). ■

## Decent employment—the principal means for overcoming Russian poverty

*article by Alexander A. Razumov, Deputy Director of the All-Russia Center of Living Standards, Doctor of Economics*

### **Poverty: a close look at the poor able-bodied person in Russia**

The standard of living of more than 25 percent of the Russian population is below the official national poverty line, according to the official estimate of the scale of poverty in Russia over recent years. The economic revival which has occurred during this period has had a positive impact: from the year 2000 to 2002 the poverty level declined from 29.1 to 25 percent, and over the nine months of 2003 it dropped to 23.2 percent. Nevertheless, the level of poverty in Russia exceeds the same in developed countries. For this reason, the state of the social "bill of health" and the material well-being of a sizable number of Russians cannot but evoke serious concern among government and public institutions.

A specific feature of Russian poverty is that at present as much as 52 percent of the poor population are able-bodied people, among whom 42 percent are wage earners. The model of poverty which has taken shape in the country is first of all the result of low income from employment and, consequently, because this income is taxable, it is the result of the low level of social transfers.

There are many factors which have led to this situation: the level of supply of labour, professional qualification and level of education, the amount of overdue wage arrears, etc. To illustrate this point, the higher is the level of education, the lower is the percentage of people who are poor. According to the most recent data (2000, 4th quarter), among able-bodied citizens with higher education who were covered by the survey, there were 21 percent of poor people, among citizens with secondary general education – 39 percent, among citizens with unfinished secondary education – 46 percent.

As of 1 October, 2003, the total amount of wage arrears in the sectors of economy covered by surveys equalled 31.1 bln. rubles, while the sum total of overdue wage arrears amounted to 1/6th of the monthly wage fund of the employees. The overdue wage arrears in 67 percent of the regions of the Russian Federation (out of 89) amounted to about 25 percent of the monthly wage fund of employees in large- and medium-size organizations; in 8 percent of the regions – from 40 to 48 percent of the total wage fund.

A huge number of able-bodied poor peo-

ple has resulted in the emergence of marginal, underproductive jobs, below the subsistence minimum. Marginal employment, while giving rise and bringing about poverty, constrains the development of the population's potential – human, industrious, educational. This chain of events ultimately results in the vicious circle of stagnant and ineffective labour market with a critical mass of non-competitive workplaces.

### **Wages and the subsistence minimum for the able-bodied population**

Comparative analysis of the wage level in different sectors of the Russian economy and the magnitude of the subsistence minimum for the able-bodied population (hereafter – SM) has led us to the following conclusions. Highly paid sectors of the economy, in which the percentage of employees whose wages are rated at or below the SM is the smallest and include: the fuel sector and electric energy production, financial institutions and insurance, non-ferrous metallurgy and, to some extent, transport and communications. Basically, these sectors include either export-oriented productions or the enterprises and organizations, which are connected with the emergence and explosive development of new market institutions.

On the other hand we find the low paid sectors of the economy, which can be broken down into two main groups. The first group comprises the organizations and agencies of the public sector (the so-called budget sector): health care, physical training and social security, education, culture and the arts. The second group includes economic sectors with relatively low competitiveness: machine building, woodworking and light industries, agriculture. The wages of 81.3 percent of agricultural workers in April, 2001 were at or below the SM. This indicator for the employees engaged in the sphere of culture and the arts was 68.4 percent, education – 61.3 percent, health care, physical training and social security – 61 percent, light industries – 51.7 percent.

The average rated monthly wage of employees of enterprises and organizations (estimated in US dollars on the basis of the official average annual rate of exchange of the US dollar to the Russian ruble) in the year 2002 amounted to USD 141 (for comparison, in 2001 it was 111, in 2000 – 79, in 1999 – 62). And, while the cost of labour remains dispro-

portionately cheap the prices of consumer goods and services have risen. In turn, it freezes the living standard of a considerable part of the population of Russia close to the poverty threshold or, in terms of material well-being, close to the line, at most, where the ends just barely meet.

The low wage level at existing workplaces, which falls short of an employee's SM is a very important but not the only aspect that we can identify studying the causes of poverty of the able-bodied population. Another aspect is a sizable number of workplaces (which were created both during 1990s and are being created now, on the crest of almost 4-year long economic upsurge) which are a priori peripheral, marginalized, poor quality and unsecure, providing low wage and insufficient social protection. More often than not the wages for the vacancies offered by employers are below or slightly higher than the SM. Consequently, even getting the job is not enough anymore to help one to scramble out of the poverty pit.

According to the collective bargaining agreement for 2000–2002, which was approved by a general conference of the employees of AOOT (Open Type Shareholding Society) "Ivanovo Worsted Group", the guaranteed wage level for piece-workers and time-workers of the 4th (the highest) grade was fixed at 488 rubles per month. Suffice it to mention here that the officially established SM for the able-bodied population of the Ivanovo oblast for the 4th quarter of 2002 amounted to 2022 rubles per month.

Looking into specific features of the emergence of Russian poverty one should consider the growth of the informal sector. According to the official statistics, the percentage of hidden pay for the work of hired workers in 2002 amounted to 11.5 percent of GDP (in 1995–7.7 percent, in 1999–10.9 percent). While 10 mln. workers were employed in the informal sector of Russian economy in August, 2001, in August, 2003 their number increased to 11.3 mln.

### **Basic strategies of employment**

Today the problem of poverty in Russia cannot effectively be solved in isolation from the labour market policy. Recognizing the absolute need to develop target-oriented programmes of social assistance to the population, we note

nevertheless that under contemporary conditions such programmes to a considerable extent are nothing but attempts to treat the effect – high poverty level of the able-bodied population – rather than the cause.

To cover the able-bodied poor people by the employment programmes, a series of interconnected measures is needed, which are aimed at a transition from the policy of social security to the policy of labour activity in the interests of the market-vulnerable groups of population. Here is a list of measures having direct bearing on the poor who are able to work:

- low-paid employment and the number of marginal workplaces should be reduced while the number of highly paid and secure workplaces should be increased. The main guarantee from poverty in this case is the wage rate;
- government agencies – territorial employment authorities – should establish a special quota for the able-bodied poor to ensure their involvement in the employment programmes, including a sub-quota for the the poor from among the young people who are able to work;
- involvement of the unemployed people in various employment programmes should rigorously depend on their respective unemployment periods and their professional qualification;
- to reduce unemployment among young people it should be considered advisable, at the low ebb of economic decline, to limit the number of entrants to the labour market from among the young people who are completing their studies (schoolboys and schoolgirls, as well as students). To achieve this, those young people who

are completing, but for some reason cannot continue, their studies or to find jobs should be helped to have their curricula extended.

Measures aimed at the implementation of preventive steps against unemployment, particularly in respect of the highest-risk groups of population, deserve increased attention.

#### **Policies of remuneration for work**

In the budget sphere, if we try to compare it to other sectors of economy, employee poverty indicators are the highest. For this reason, special consideration should be given to a strategy of reducing the poverty level of this category of employees. Employees in the budget sector, by providing the socially significant services to the population (in the spheres of education, health care, etc.) are making a crucially important input to shaping up and enhancing the educational and labour potential of society and thereby are significantly contributing to achieving the necessary level of competitiveness of the country.

The following are some of the basic steps in implementing social policies and the policies of remuneration for work, which can result in a significant breakthrough in resolving the problem of low wages of employees in the budget sphere:

- faster convergence of the minimal rate of remuneration for work (MRRW) and the tariff wage (pay rate) for the 1st grade employees per Unified Tariff Grid (UTG) to the subsistence minimum of the able-bodied population. Let us note that in the 4th quarter of 2002 these indicators (450 rubles, or approximately 13 euro, per month) amounted

to only 21.8% of SM, and this percentage has not been improving over the recent years. For comparison, in a number of countries of Western Europe in 2001 the values of MRRW (in euro) were as follows: in Belgium – 1131, Great Britain – 979, Greece – 469, Spain – 506, Netherlands – 1167, Portugal – 390, France – 1083;

- reduction of the upward revaluation period for the tariff wage (pay rate) for the 1st grade employees per UTG, which will result therefore in an increase of wages of the employees of the budget sphere;
- indexation, in conformity with the legislation, of these wages and pay rates;
- establishment of a fixed percentage share of the budget sector in GDP and, if possible, its increase. For comparison, government expenditures for education and health care in Russia amounted to 5.1 percent of GDP in 2001, while these expenditures in the EU countries amounted to 10 percent or more (1998 – 1999).

The mechanisms of social partnership, which exist in the real sector of economy, should be used more effectively. It presupposes both the strengthening of the role of trade unions in achieving and protecting the decent level of wages of hired workers and the enhancement of the social responsibility of business and employers in taking care of the vital interests of the employees.

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## Promoting the Development of Cooperatives

*Article by S.V. Smolyansky*

*It is estimated that there are over 800 mln cooperative members worldwide. The ILO has been engaged in a variety of activities to support cooperatives since its establishment in 1919. It has also worked closely with the International Cooperative Alliance (ICA) and this relationship was recently strengthened by the Agreement on joint action programme on cooperatives. The programme signed by the ICA President Ivano Barberini and the ILO Director-General Juan Somavia is aimed at creating new workplaces and reducing unemployment.*

In relation to the CIS the ILO Subregional Office in Moscow is actively working towards the implementation of the ILO Recommendation No. 193 on the Promotion of Coop-

eratives (2002) - by translating literature, putting the information on the subregional website and raising general awareness.

In particular it held a Conference in Saint Petersburg in October 2003 in order to discuss a variety of issues surrounding the development of cooperatives. The meeting expressed its concern about lack of interaction between cooperatives and the state in all the CIS countries, the need for financial incentives and tax concessions and other forms of government support. This resulted in the drawing up of a comprehensive resolution addressed to the governments and legislative bodies, national cooperative organizations and international organizations aimed at the promotion of coop-



Sergey V. Smolyansky, President of the Association of production cooperatives; ILO Consultant on issues of cooperation

eratives. The ILO intends to publish the proceedings of this conference and to further continue its promotional activities in this field. ■



## CIS Countries Focusing on Occupational Safety and Health

*Working conditions have been placed higher on the political agenda in the CIS countries. Kyrgyzstan and Kazakhstan have adopted new OSH laws; Azerbaijan and Uzbekistan are reviewing their national system and developing national programmes to improve working conditions. OSH information centres have been created in four countries. The huge costs of poor working conditions is a burning discussion topic. New tools to improve working conditions, such as OSH management systems and social dialogue are being tested.*

For many years standards of working conditions in the CIS countries have been a major concern. The number of reported fatal accidents exceeds 8500. The ILO estimates that about 600 000 accidents occur every year. The life expectancy of especially the male population has fallen drastically in the last ten years, in Russia, down to 58.9 years. The situation is still serious, but there are signs of change. The interest among the ILO partners to improve working conditions has increased in the region.

### Background

Every safety specialist understands the value of correct information given to the correct person in the correct format. That is the basis for improved working conditions, not penalties or compensation. The current major re-organisation of the national OSH systems in the countries in transition makes the distribution of the latest information a key issue for today. Therefore the ILO Subregional Office in Moscow is in the process of designing its sub-site at [www.ilo.ru](http://www.ilo.ru) on occupational safety and health. We plan to provide the users with the most recent information as well as the work done by the countries of the region.

Russia has been at the forefront in making OSH information more accessible, using both high-tech methods and traditional ones. An increasing number of safety specialists are using Virtual Academy of Safework ([www.safework.ru](http://www.safework.ru)), Russian System of Occupational Safety Information (<http://risot.safework.ru>) and other Internet resources.

In the last two years, Azerbaijan, Georgia and Uzbekistan have created new national OSH centres. The work has started in Kyrgyzstan, Kazakhstan and Tajikistan. The OSH centre in Uzbekistan has become a model centre in Central Asia. The centre has designed and printed promotion materials and posters for dissemina-

tion at the work places. The staff adapted an OSH modular training course and trained hundreds of specialists from educational institutions and work places. The latest addition to achievement is "Guidelines on occupational safety at the enterprises" (330 pages' manual), written and published by the centre.

The concerted efforts of OSH specialists, trade unions and progressive employers to promote improved working conditions as a part of a modern management system are starting to make an impact on the political level and at enterprises.

### Putting into practice

The three social partners in Azerbaijan, Kyrgyzstan and Uzbekistan are working to develop national OSH programmes. In Russia, the Ministry of Health and Social Development and the Medical Academy of Science are jointly working on a state programme on health of the working population. Kyrgyzstan and Kazakhstan have recently adopted new OSH laws. A coherent legal system is a prerequisite for improved working conditions, but only the start. The implementation depends on labour inspection, on social partnership and OSH structures at the enterprise level.

The access of government inspectors, in general, to work places has been under severe restrictions in many CIS countries. In Georgia, the labour inspector needs a court order before an inspection can be done. In several Central Asian countries, different inspection services have to provide their monthly inspection plans in advance to the Public Prosecutor's Office or similar. Only after their clearance and usually a strong reduction of the number of workplaces to be inspected, the inspections are allowed to take place.

The ILO Convention No. 81 on Labour Inspection ensures the right of free access for labour inspectors to all places of work, at any time. The above described restrictions limit severely the right of the workers to safe working conditions. The consequence is seen in Georgia, where the country's biggest tower crane collapsed killing two workers and where the technical inspection can guarantee the safety neither of apartment building lifts nor of the domestic gas supply systems. The right to access, of course, places a special demand on the skills and integrity of an individual labour inspector.

The losses of human lives and suffering due to unsafe working conditions, added to the economic losses of destroyed equipment or

collapsing buildings and interrupted production, does not make good business. Responsible and serious enterprises are, therefore, applying safety and quality control systems to increase safety, quality and productivity.

### The future

The ILO is working worldwide on a programme that starts from a situational analysis and leads to national OSH programmes. The development process of national safety programmes continues, in different stages, in seven CIS countries; some are preparing their OSH profile, others are drafting national programmes.

In order to effectively implement the new OSH law Kazakhstan has suggested a long-term project with the ILO for an in-depth development of a national safety programme, including its financing and a plan of action.

Social partnership structures (bipartite safety committees) to improve working conditions at enterprises are being put in place in Russia and will need a massive information campaign.

Safety and economic specialists are working on a calculation methodology for the costs of poor working conditions (additional pay for unsafe work, milk, compensation for accidents and costs of interruptions of production) separately from profitable investment in improved working conditions and productivity. A sub-regional conference is planned for 2005. The ILO Subregional Office is setting up detailed individual plans with each of the countries.

### World Day: Safe work–Safety culture

The common denominator for all the OSH work is the need to improve people's working environment, to promote active prevention and to raise general awareness. The World Day on Safety and Health at the Workplace (28 April) is one of the most visible actions around the globe.

In 2003, 50 countries around the world participated actively in the World Day, with a major contribution from the CIS countries. In 2004, many CIS countries, regions, institutions, trade unions and mass media are preparing to participate in this year's World Day.

The ILO Safework website ([www.ilo.org/safework](http://www.ilo.org/safework)) will provide information from around the world, whereas SRO Moscow website ([www.ilo.ru](http://www.ilo.ru)) will provide Russian language information on the World Day.

The signs for change are in the air, but we need to bring about change together! ■



*Irina is 14. She does not know her father and her mother is addicted to alcohol. Her philosophy has been very straightforward: "My elder children have grown up on their own and this girl will grow up somehow".*

*Irina was 12 years of age when she had to start earning her living – that is her food and clothes – while away for weeks from her home village near Priozersk, the Leningrad Region. She would go to neighbouring St. Petersburg – now she refuses to talk about her jobs there while away from home.*

"We hope that the girl will forget her past" – says Tatyana Dyachenko, a social worker from Priozersk. In 2003 social services of Priozersk started to look at the situation of girls like Irina. In her case the social workers spent one year trying to establish friendly contacts with the girl who by that time had developed rather asocial habits. Then Irina had to undergo specific medical and psychiatric treatment. Now she has been placed in a new shelter for work-

## Child Labour. Priozersk, Leningrad Region, 2004

ing street girls run by the local authorities under the ILO International Programme on the Elimination of Child Labour (IPEC). Irina goes to school and visits her foster family. The social workers in Priozersk now feel able to protect Irina and the other nineteen girls accommodated in the local centre. "We really believe that they will not return to their former life on the streets" says Ms. Dyachenko.

But many more at-risk girls are in need of immediate help. Despite the widespread public image of a street child, it is not always a boy. In about one of four cases it is a 11-14 year-old girl subject to all possible risks and humiliation of the street environment. During the 2001 ILO-IPEC survey of child labour in the Leningrad Region the target group included 156 girls and 250 boys working on the streets. While 97.7 percent of the interviewed children in the criminal sphere (dealing in drugs, theft) were boys, 100 percent of children forced into prostitution and pornography were girls. The number of girls who said they worked to survive was four times higher than the number of working boys.

In response to the aggravating situation the Leningrad Region authorities are working

out a set of measures to curb the problem and recently the regional Government has established a Child Labour Working Group for this purpose. As pointed out in the Recommendations of the Round Table on child labour held in the Russian State Duma in September 2003, such working groups are to be established on a tripartite basis in order to coordinate policies and plans of action against child labour and its worst forms. As a first step, the regional government with its new mechanism of social partnership plans to draw up a new Tripartite Agreement covering the issues of child labour.

The Leningrad Region Child Labour Policy, worked out in autumn 2003, highlights the priority areas such as training of officials and social workers responsible for child protection. Equally important is the development of reproducible models for rehabilitation of victims and prevention of child labour. In addition to the Priozersk Centre the authorities in cooperation with IPEC have opened a Rehabilitation Centre in Vssevolozhsk that can accommodate thirty working street girls and has a self-help family group to provide parents with social help and career guidance. ■

## Labour Legislation Guidelines at [www.ilo.ru](http://www.ilo.ru)

*The ILO Subregional Office in Moscow website has been recently supplemented by the electronic version of the Labour Legislation Guidelines in the Russian language. It is a major inquiry document in the field of labour legislation drafting and reviewing.*

The Guidelines were developed by the InFocus Programme on Social Dialogue, Labour Law and Labour Administration in cooperation with the InFocus Programme on Promoting the Declaration and the InFocus Programme on Child Labour and are intended to promote the ILO Declaration on Fundamental Principles and Rights at Work. It includes national labour law texts in the field covered by the eight fundamental ILO Conventions: the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87); the Right to Organise and Collective Bargaining Convention, 1949 (No. 98); the Forced Labour Convention, 1930 (No. 29); the Abolition of Forced Labour Convention, 1957 (No. 105); the Minimum

Age Convention, 1973 (No. 138); the Worst Forms of Child Labour Convention, 1999 (No. 182); the Equal Remuneration Convention, 1951 (No. 100); and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

The primary purpose of the Guidelines is to assist in the legal drafting process and to improve legal drafting techniques. The potential users of this document are government officials and drafters, trade unions and employers' organizations, and other stakeholders involved in the labour law reform process, as well as ILO officials and consultants who provide advisory services to constituents.

The legislative texts included in these Guidelines are not presented as model texts, or even examples of best practice. Nor are they exhaustive. Rather, they seek to provide a variety of examples of how different countries have legislated to promote the fundamental principles and rights at work. They also include texts drawn up by the ILO at the request of

constituents, taking into account the needs and circumstances of the countries concerned.

The Guidelines contain ten chapters. Chapter I addresses the theme of labour legislation in the contemporary world. Chapters II to VIII address freedom of association and the effective recognition of the right to collective bargaining, the right to establish and join workers' and employer's organizations and the protection that these organizations should be afforded under national law, the right to engage in collective bargaining and examples of how this right can be promoted, the settlement of labour disputes and the right to strike, the abolition of all forms of forced labour, the elimination of discrimination in respect to employment and the elimination of child labour. Chapters IX to X deal with the principles, process and techniques of legislative drafting. Appendix I includes a list of all the legal texts that have been taken into consideration in the preparation of the Guidelines.

In 2003 the LLG were translated into Russian and professionally edited by Professor I. Kiselyov. Now the electronic document is available at [www.ilo.ru](http://www.ilo.ru). ■

## Start and Improve Your Business, First Step CD-ROM

In the previous issue of the Newsletter we announced the launch of the subsite on Start and Improve Your Business Programme.

In January 2004 the ILO Subregional Office in Moscow has produced a CD-ROM called "SIYB First Step", which includes the subsite with the detailed data on the programme both in Russian and in English. Besides, the disc includes two video introductions (in English, with Russian subtitles): by Joni Musabayana, SIYB Global Manager, and Pauline Barrett-Reid, Director of the ILO Subregional Office in Moscow, and an interactive test of the SIYB programme package "Can you make a good entrepreneur?" For the information on the Programme please



contact Sergey Muzyka, SIYB Regional Project Coordinator at [muzyka@ilo.org](mailto:muzyka@ilo.org) or Gulmira Asanbaeva, Associate Expert on Employment at [asanbaeva@ilo.org](mailto:asanbaeva@ilo.org). ■

## Staff Changes

- **Gulmira Asanbaeva** joined the ILO Subregional Office in Moscow this year as an Associate Expert on Employment Strategies and Labour Market;
- **Severine Deboos**, our former Programme Officer on Employment Promotion and Enterprise Development moved to the ILO Subregional Office in Budapest;
- **Anastasia Dubova** became the Programme Officer of the ILO SRO in Moscow;
- **Vladimir Kosmarsky** joined the team as a Project Coordinator for "Increasing Employability of disadvantaged young women and men and other marginalized groups in Caucasus and Central Asia through skills development and entrepreneurial education".

## New Projects of the ILO Subregional Office

This year the activities of the ILO Subregional Office in Moscow will be centered around a number of newly signed projects.

- "Combating human trafficking and forced labour outcomes in Central Asia and the Russian Federation" will cover three countries – Tajikistan, Uzbekistan and Russia. The two-year project includes four major components: awareness raising campaign, law and policy reform, intensive capacity building (including training of government officials, police officers, border guards, labour inspectors, social partners and NGOs) and support for information centres in the three capitals.
- "Reducing poverty by promoting employment of youth and other vulnerable groups in the informal economy of Central Asia and

Caucasus" is another two-year project that will be implemented in four other countries of the subregion: Kyrgyzstan, Kazakhstan, Azerbaijan and Georgia. The project will work at both national and local levels – starting from development of national employment strategies and capacity building on poverty reduction policies to local economic plans and direct empowerment of vulnerable groups in the informal economy.

- "Increasing Employability of disadvantaged young women and men and other marginalized groups in Caucasus and Central Asia through skills development and entrepreneurial education" is a major project aimed at reducing poverty in Kyrgyzstan, Kazakhstan, Georgia, Armenia, Azerbaijan and Russia. The project represents an integrated approach built on three

main components: skills development, entrepreneurial education and gender equality. Skills development will be addressed by improving vocational training and career guidance. Entrepreneurial training component is based around the ILO Start and Improve Your Business and Know About Business programmes that will be part of the curricula of vocational institutions and retraining programmes of employment services.

- "HIV/AIDS Prevention in the Workplace: a tripartite response" is aimed at reducing level of workplace stigma and discrimination against persons living with HIV/AIDS and reducing HIV/AIDS risk behaviours of workers and their family members from the targeted workplaces. The project will cover two pilot sites: Moscow region and the Murmansk region of the Russian Federation.

### Calendar of events of the ILO Subregional Office in Moscow

#### MARCH

- 20-21** Training of trade union trainers on the ILO OSH manual, Smolensk (RF)
- 21-22** Strategy meeting on assistance to trade unions, Kaliningrad (RF)
- 24-26** Launch of the project on human trafficking and forced labour outcomes, Tashkent (Uzbekistan) and Dushanbe (Tajikistan)
- 29-30** Launch of trade union project on gender equality, Tbilisi (Georgia)

#### APRIL

- 1-2** Tripartite Seminar on Social Dialogue, Baku (Azerbaijan)
- 15-17** Regional seminar on the development of the Gender Strategy of the Russian Federation, Ulyanovsk (RF)
- 19** Seminar on OSH and accident insurance systems – promotion of the

World Day for Safety and Health at Work, Tashkent (Uzbekistan)

- 21** Seminar on the national OSH profile and accident insurance - promotion of the World Day for Safety and Health at Work, Bishkek (Kyrgyzstan)

**26-28** Promotion of the World Day for Safety and Health at Work, Moscow (RF)

**28** World Day for Safety and Health at Work

**29** Launch of Global Report on Freedom of Association

#### MAY

- (...) Two national seminars on Promotion of women's entrepreneurship through employers' organizations, Baku (Azerbaijan) and

Tbilisi (Georgia)

- (...) Publication of the Final report of the ILO/UNDP project on "Decent Work: Integrated Approach to Social Sphere in Kazakhstan - Assessment of Targeted Social Assistance"

**31** 10 years of Labour Inspection in Russia—International conference, St. Petersburg (RF)

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