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Developments in the application of the resolution concerning the Russian Federation's aggression against Ukraine from the perspective of the mandate of the International Labour Organization

► Introduction

1. At its 344th Session in March 2022, the Governing Body adopted a resolution concerning the Russian Federation's aggression against Ukraine from the perspective of the mandate of the International Labour Organization (ILO), underscoring the relevance of its mandate in times of conflict. At the time of writing the present document, the situation is evolving, with enhanced diplomatic efforts to find a peaceful solution amid intensified armed conflict. The resolution calls upon the Office to provide all possible assistance to tripartite constituents in Ukraine, and, while safeguarding the ILO's technical cooperation or assistance to all other countries within the purview of the ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia (ILO DWT/CO-Moscow), to temporarily suspend technical cooperation or assistance from the ILO to the Russian Federation, except for the purpose of humanitarian assistance, until a ceasefire is agreed and a peaceful resolution is implemented.¹ At its 354th Session in June 2025, the Governing Body emphasized the need for continued monitoring of the impact of the aggression on the world of work, including collaboration with

¹ GB.344/Resolution.

relevant United Nations (UN) bodies in assessing rights violations and the situation of particularly affected groups such as maritime and nuclear power plant workers.

► Impact on the world of work in Ukraine

2. Since July 2025, the war has intensified significantly. According to multiple UN and official Ukrainian sources, in July, the highest monthly civilian toll since May 2022 was recorded, with 286 killed and 1,388 injured. Similarly high casualties followed in August amid continued assaults, including the large-scale aerial attack on 6 September during which more than 800 drones and missiles reportedly struck civilian infrastructure across multiple cities.² Since June 2025, the Office of the UN High Commissioner for Human Rights has continued to document arrests, torture, deportations and killings of Ukrainian civilians in territories occupied by the Russian Federation. Experts of the Committee on Economic, Social and Cultural Rights have expressed concern that in the occupied Ukrainian territories, residents reportedly faced pressure to obtain passports issued by the Russian Federation in order to access employment, social services and other basic rights. Following the imposition of administrative and legal systems by the Russian Federation, schools, hospitals and local government buildings are increasingly being converted into military installations or detention sites, disrupting essential services and endangering those employed in them.
3. The impact of the war on the world of work remains dire. Among the most affected are employees of the Zaporizhzhia Nuclear Power Plant, where at least 15 staff, including engineers, technicians and security personnel, have reportedly been arbitrarily detained by armed forces of the Russian Federation. In July 2025, two engineers were seized after refusing to hand over safety monitoring data, while another detainee reported being held in darkness and threatened with execution. As of June 2025, civilian detainees include at least three staff members of the Organization for Security and Co-operation in Europe (OSCE), 15 workers from the Zaporizhzhia Nuclear Power Plant and 37 journalists and media workers.³ Fatalities on duty continue to rise. Official sources record that on 6 June, three firefighters were killed in Kyiv and on 23 and 24 June, three school staff in the Odesa region and a mining rescuer from the Independent Trade Union of Miners of Ukraine (NPGU) lost their lives. In August, two power line repair workers were injured by gunfire in the Kherson region. On 28 September, a nurse in Kyiv was killed by a drone.⁴ In addition, IndustriALL reports that, on 3 October, a French journalist was killed and a Ukrainian journalist injured in a drone strike.⁵ The destruction of mines and industrial facilities continues to threaten thousands of jobs and the stability of local economies. According to IndustriALL Ukrainian affiliates, at least 676 workers were injured and 146 killed between January and July 2025 in strikes targeting industrial sites and transport. On 8 August, shelling of the Dobropil'ska mine reportedly caused flooding while nine miners were

² United Nations, "UN Provides Urgent Support after 'Massive' Russian Attack across Ukraine", UN News, 7 September 2025. Human Rights Monitoring Mission in Ukraine, "Protection of Civilians in Armed Conflict – July 2025", 13 August 2025.

³ United Nations High Commissioner for Human Rights (OHCHR), "Treatment of Civilians Deprived of their Liberty in the Context of the Armed Attack by the Russian Federation against Ukraine", 23 September 2025; and "Experts of the Committee on Economic, Social and Cultural Rights Commend Russian Federation on Efforts to Alleviate Poverty, Raise Concerns about Occupational Safety and Reported Rights Violations in Occupied Ukrainian Territories", 10 September 2025.

⁴ Letter from the Confederation of Free Trade Unions of Ukraine (KVPU) dated 14 October 2025. The letter cites data from the State Labour Service of Ukraine on killed and injured workers since the start of 2025.

⁵ OHCHR, "Report on the Human Rights Situation in Ukraine, 1 December 2024 – 31 May 2025", 30 June 2025.

underground; all were safely evacuated. On 10 August, strikes in Bilozerske reportedly injured four, including an emergency worker, and damaged mineworkers' homes.⁶

4. The Governing Body resolution adopted in March 2022 urges ILO Member States, in accordance with national and applicable international law, to protect and ensure labour rights and a safe environment for all Ukrainians seeking refuge abroad. According to the Office of the United Nations High Commissioner for Refugees, in the first half of 2025, migration dynamics stabilized, with 5.8 million Ukrainian refugees recorded globally as of 3 October, including 5.2 million in the European Union (EU), where the EU Temporary Protection Directive (Directive 2001/55/EC) has been extended through March 2027.⁷ Temporary protection remained the predominant legal status held by 93–95 per cent of Ukrainian refugees in the EU, while only 1–2 per cent transitioned to alternative forms of legal status such as short- or long-term residency permits. Cross-border mobility peaked in July 2025 with 3.3 million crossings, the highest monthly rate of the year, and for the first time since spring, inbound flows exceeded outbound, reflecting a period of increased short-term returns to Ukraine.⁸
5. The economic outlook of Ukraine remains fragile. The National Bank of Ukraine projects real gross domestic product growth of around 2.1 per cent in 2025, moderating to 2–3 per cent in 2026–27, in line with the World Bank projections.⁹ Preliminary national data indicate that the impact of energy infrastructure attacks, as documented by the UN High Commissioner for Human Rights in its 2025 report on the human rights situation in Ukraine, combined with export constraints, offset gains in construction, manufacturing and trade sectors.¹⁰ Official Ukrainian sources indicate that inflation eased slightly to 14.3 per cent year-on-year in June 2025, although it remains elevated due to tariff adjustments, supply disruptions and structural cost pressures. Business sentiment improved slightly in mid-2025, with the business activity expectations index rising above the neutral threshold for the first time in over a year, driven by renewed demand in construction and trade, although industry and services continued to face high reconstruction costs and skills shortages.¹¹ Persistent labour shortages linked to mobilization and migration have intensified competition for skilled workers, driving average wages up by 24 per cent year-on-year in early 2025.¹²
6. Small and medium-sized enterprises, which account for over 80 per cent of jobs and around two thirds of gross domestic product, remain Ukraine's economic backbone but are operating under conditions of prolonged uncertainty and resource preservation.¹³ While 90 per cent of such enterprises are functioning, operating margins remain narrow. Employment dynamics are uneven, with one quarter of firms reporting an increase in staff and over 40 per cent reporting reductions, reflecting both resilience and acute labour shortages. The main

⁶ Letter from the Independent Trade Union of Miners of Ukraine (NPGU) dated 11 August 2025. Addressed to IndustriAll and shared with the ILO.

⁷ Operational Data Portal, "Ukraine Refugee Situation" and "Displacement Patterns, Protection Risks and Needs of Refugees from Ukraine – August 2025".

⁸ United Nations High Commissioner for Refugees (UNHCR), "Border Monitorings".

⁹ World Bank Group, "Europe and Central Asia: Investing in Jobs is Key to Boosting Productivity and Growth" press release, 7 October 2025.

¹⁰ OHCHR, "Report on the Human Rights Situation in Ukraine, 1 December 2024 – 31 May 2025", 30 June 2025

¹¹ National Bank of Ukraine, "Businesses Improve Their Still-Guarded Economic Expectations – Business Outlook Survey in August", 1 September 2025.

¹² Organisation for Economic Co-operation and Development (OECD), *OECD Economic Surveys: Ukraine 2025*, May 2025.

¹³ Ministry of Economy, Environment and Agriculture of Ukraine, "SME Resilience Alliance: A Year of Tangible Results for Ukraine's Economic Recovery", 19 June 2025.

challenges are rising input costs, the loss of skilled workers, weak purchasing power and reduced strategic planning capacity. The European Bank for Reconstruction and Development reports that 61 per cent of entrepreneurs plan only to maintain their current operations if the war continues.¹⁴ Adaptation strategies include cost reduction, export diversification, investment in equipment and energy security, and the selective use of artificial intelligence to streamline processes.

► ILO assistance to tripartite constituents and towards the implementation of the ILO Transitional Cooperation Strategy for Ukraine 2024–25 and development cooperation in Ukraine

Government and tripartite action

7. Tripartite constituents signed a memorandum of understanding on labour law reform during the fourth Ukraine Recovery Conference (Rome, 10–11 July 2025), at which the Office supported constituents' participation. An ILO project funded by the Government of Canada concluded with a major contribution to the reform process, culminating in six rounds of technical consultations on the draft Labour Code, involving ILO experts. The Office has signed a new EU-funded initiative to support Ukraine in aligning labour market governance and to provide guidance on international labour standards and consequently supporting the implementation of the EU *acquis* that overlap with them. The Office is also supporting the State Labour Service in designing new instruments for collecting data on labour exploitation, including the use of open-source intelligence; pilot training is planned by the end of 2025.
8. The Office continues to assist constituents in strengthening social dialogue. The regular budget supplementary account (RBSA) project continues to support policy dialogue on labour and employment reforms and to strengthen institutional capacities. A dedicated component focuses on integrating international labour standards into judicial practice through a Training of Trainers programme delivered to 18 labour mediators and 16 Ukrainian judges, in cooperation with the International Training Centre of the ILO (Turin Centre). An ILO project funded by the Government of Denmark supports early recovery and social dialogue in the regions of Odesa and Mykolaiv, applying the Local Employment Partnerships model. The National Employment Strategy 2030 and the reinforced Youth Guarantee programme, developed with social partner involvement in inter-agency working groups, are advancing under the EU's Ukraine Facility. A tripartite workshop was also convened to set priorities jointly for the Decent Work Country Programme (DWCP) 2026–29.
9. Within the framework of the National Strategy for Closing the Gender Pay Gap to 2030, the Office supported and delivered ILO-backed training on equal pay and the application of the Equal Remuneration Convention, 1951 (No. 100) at the Turin Centre in July 2025, after which the tripartite constituents drafted a road map for inclusion in the Strategy's implementation plan for 2026–29. An ILO project, building on ILO childcare initiatives and funded by the Swedish Government, aims to enhance women's access to employment by piloting affordable and alternative childcare solutions in frontline regions while supporting reforms in preschool education and parental leave policies. The Office is providing technical assistance to the

¹⁴ European Bank for Reconstruction and Development (EBRD), "SMES In Wartime: Trends, Challenges And Needs".

Ministry of Social Policy, Family and Unity of Ukraine for the development of draft amendments on support for families with children and on reconciling parenthood with work. Technical assistance also continues on pension reform, with actuarial projections to 2100 under way, and the baseline model has been shared with the Ministry for review.

10. In order to strengthen its sectoral approach, the Office has initiated research on Ukraine's transport sector, focusing on the impact of the war on employment and working conditions and complementing ILO collaboration with human rights monitors. To this end, a literature review was undertaken which informed the development of a concept note for a policy paper. In parallel, and as part of the Office's broader effort to operationalize a sector-specific approach to decent work, follow-up consultations were held with workers' and employers' representatives in the energy sector. These discussions served to validate priority needs around occupational safety and health and working conditions, with particular attention to energy repair workers operating in high-risk environments, in preparation for an upcoming development cooperation project focused on occupational safety and health in essential sectors.
11. Occupational safety and health legislation reform is ongoing in Ukraine. With regard to draft Law No. 10147 on occupational safety and health, both IndustriALL and its Ukrainian affiliate, the Confederation of Free Trade Unions of Ukraine (KVPU), have separately informed the Director-General of the ILO of their concerns regarding the consideration of proposed amendments in the context of the forthcoming second reading of the draft law in Parliament. In response, the Office informed the Government in an official communication that the issue will be submitted for consideration by the Committee of Experts on the Application of Conventions and Recommendations. The ILO has continued to support national efforts to strengthen occupational safety and health, including mental health and psychosocial support in the workplace. The Federation of Trade Unions of Ukraine (FPU) has delivered 12 regional training sessions and, with support from the RBSA, the ILO assisted the Ukrainian Association of Employers' Organizations in the Healthcare Sector in developing a professional standard for occupational safety and health and mental health and psychosocial support managers. The Federation of Employers of Ukraine (FEU) has supported 12 companies in developing workplace mental health and psychosocial support programmes, with another 12 planned by the end of 2025, and is launching a reintegration programme for 215 veterans. Additionally, the Office convened a coordination meeting with social partners, the World Health Organization and the Ukrainian Coordination Centre for Mental Health to support the expansion of mental health and psychosocial support services across the world of work.
12. The ILO continues to strengthen collaboration with the UN Human Rights Monitoring Mission in Ukraine (HRMMU) in order to ensure that international labour standards are an integral part of monitoring human rights and humanitarian law, and to establish referral mechanisms for labour rights violations in occupied territories. As a follow-up to the second joint training for HRMMU monitors on labour rights violations, the Office facilitated a networking meeting between the HRMMU and Ukrainian trade unions to support the development of a referral mechanism for witnesses of such violations. The Office also advanced the implementation of the UN Sustainable Development Cooperation Framework in Ukraine by leading the Strategic Results Group on Decent Jobs and Inclusive Economic Growth, promoting joint programming and cooperation with UN agencies. Additionally, the ILO continued working with the UN Environment Programme to promote green jobs for veterans' reintegration, presenting a road map and priority areas for green skills development to aid Ukraine's sustainable recovery.

Trade unions

13. The ILO continues to support trade unions in expanding outreach and services for their members, with a focus on vulnerable groups such as internally displaced persons (IDPs), persons with disabilities, veterans and frontline workers. The Office has helped strengthen the legal protection services provided by the KVPU and the Marine Transport Workers' Trade Union of Ukraine (MTWTU) through the establishment and operation of legal hubs in frontline regions. These services, initially focused on legal counselling for 299 mining workers displaced from the Donetsk region and other IDPs, as well as 168 seafarers, have since been expanded to include psychosocial support for IDPs and their families, involving 276 workers.
14. With support from the ILO Bureau for Workers' Activities (ACTRAV), the Agro-Industrial Workers Union of Ukraine has expanded mine risk education, reaching more than 5,000 agricultural workers through a network of trainers trained to strengthen compliance with occupational safety requirements and raise awareness of the dangers of mines and unexploded ordnance.
15. ACTRAV also provides continued technical assistance to and coordinates activities with trade unions in Ukraine, including the seafarers' union and other sectoral unions most affected by the war.

Employers' organizations

16. The ILO continues to assist employer and business membership organizations in developing new services to respond to wartime challenges and promote inclusive and sustainable business practices. These activities largely build on prior achievements and are strategically aimed at scaling up and diversifying the services provided by such organizations. Moreover, entrepreneurship development continues to be promoted through projects funded by Belgium and Denmark, with particular focus on scaling up the Start and Improve Your Business (SIYB) programme. In 2025, 226 new start-ups benefited from SIYB training and business plan development support, while 25 relocated small enterprises received mini grants to sustain their operations.
17. With ILO support, the FEU introduced a service to support enterprises damaged during the war, delivered through a digital business matchmaking platform that provides information on foreign trade regulations, tax benefits and investment opportunities for foreign equipment suppliers, as well as on grant and programme instruments available for purchasing machinery to restore production cycles. Since May 2025, the FEU has organized four matchmaking events for Ukrainian companies, featuring factory visits in Italy and Germany, and a workshop held within the framework of the fourth Ukraine Recovery Conference (Rome, 10–11 July 2025). One FEU affiliate, the Federation of Metallurgists of Ukraine (FMU), is reviewing legal barriers that limit women's access to mining jobs and aligning the Ukrainian legal framework with international labour standards.
18. The Association of Employers' Organizations of Ukraine (AEOU) developed a nine-module training programme to equip companies with the knowledge and tools for informed decision-making when adopting renewable energy solutions. The programme covers a wide range of technologies including biogas, biomethane and geothermal pumps in addition to solar energy. In parallel, rapid energy audits were carried out for three companies to assess existing energy systems and provide recommendations for the green transition. To date, more than 185 companies have benefited from the AEOU's new Green Energy Help Desk service.
19. The Confederation of Employers of Ukraine (CEU) developed practical trainings and tools to assist companies in designing and implementing effective internal policies for integrating

people with disabilities and further expanded its digital platform, “Razom for Ukraine” (Together for Ukraine). In parallel, the CEU launched targeted advocacy initiatives to promote the implementation of Law No. 4219-IX on the employment of persons with disabilities.

► Update on resource mobilization efforts for countries in Central and Eastern Europe and Eastern Europe and Central Asia

20. In line with the resolution adopted at the 344th Session of the Governing Body, ILO technical assistance to constituents across Eastern Europe, Central Asia and the South Caucasus has continued within the thematic areas outlined in previous reports to the Governing Body. Support has been maintained through the services of the Decent Work Technical Support Team and Country Office for Central and Eastern Europe (DWT/CO-Budapest) and for Eastern Europe and Central Asia (ILO DWT/CO-Moscow), as well as through the implementation of development cooperation projects in the subregion. Technical cooperation continues to address a broad range of priorities, including strengthening labour standards, enhancing social protection systems and advancing gender-responsive and inclusive policies. Ongoing projects on occupational safety and health, responsible business conduct in supply chains, social dialogue and the care economy remain central to the ILO’s engagement in the region.

► Situation of ILO staff

21. Overall, the situation of ILO staff remains unchanged across the various offices, with operational modalities mostly continuing as previously reported. In Ukraine, the worsening security situation has exacerbated already difficult working conditions and affected staff morale and mental health. The team in Ukraine, frequently operating despite sleep deprivation, remains resilient and dedicated to delivering results under extraordinary circumstances. Office response measures include the granting of special leave days for local staff through to the end of the year, the issuance of letters of support, consistent with UN-wide practice, to enable male staff members to travel abroad for vacation, and the facilitation of medical claims related to mental health and psychological support.
22. The Office has relocated to a bigger space in the same building to accommodate the growing team, currently composed of 21 staff members. In the context of financial constraints, efforts are being made to ring-fence previously approved regular budget resources to support planned activities.

► Areas for further action

23. The Office continues to engage actively with development cooperation partners through bilateral meetings with embassies and partner organizations in Ukraine, with project concept notes prepared to support the implementation of the ILO Transitional Development Cooperation Strategy for Ukraine 2024–25, and ongoing discussions with development partners and international financial institutions to advance initiatives under the Strategy. In

parallel, efforts are under way to design the DWCP 2026–29 with the ILO's tripartite constituents, review results of the ongoing collaboration and identify priorities for the coming four years. The Office is also working to conclude a host country agreement in Ukraine to substantially enhance the Office's operational capacity.

► Draft decision

- 24. In the light of the developments in Ukraine outlined in document GB.355/INS/12(Rev.1) and the resolution concerning the Russian Federation's aggression against Ukraine from the perspective of the mandate of the International Labour Organization (ILO), adopted at its 344th Session (March 2022), and taking into account the discussions held and the guidance provided during its 355th Session, the Governing Body:**
- (a) noted the information provided in the document;**
 - (b) reiterated its most profound concern at the continuing aggression by the Russian Federation, aided by the Belarusian Government, against Ukraine, and at the impact that this aggression is having on the tripartite constituents – workers, employers and the democratically elected Government – in Ukraine, and on the world of work beyond Ukraine;**
 - (c) urged the Russian Federation again to immediately and unconditionally cease its aggression and withdraw its troops from Ukraine;**
 - (d) urged the Russian Federation, in line with the request made by the Committee of Experts at its 95th Session (25 November to 7 December 2024), to take all necessary measures to ensure the effective implementation of the Occupational Safety and Health Convention, 1981 (No. 155), and of the Radiation Protection Convention, 1960 (No. 115), including the protection of workers against ionizing radiations in the course of their work; and to ensure the full protection provided by applicable ILO instruments;**
 - (e) reiterated its unwavering support for the tripartite constituents in Ukraine, and requested the Director-General to continue to respond to the constituents' needs in Ukraine and to expand the ILO's resource mobilization efforts, including in forthcoming international donor conferences on recovery and reconstruction;**
 - (f) requested the Director-General to continue to enhance resource mobilization efforts for other affected countries across Eastern Europe and Central Asia;**
 - (g) requested the Director-General to continue to monitor the impact on the world of work of the Russian Federation's aggression against Ukraine and to report to the Governing Body at its 356th Session (March 2026) on developments in the light of the resolution, including the ILO's continued engagement with the relevant United Nations bodies involved in monitoring human rights violations and the situation of workers particularly affected by the armed conflict.**