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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),¹ underscoring the relevance of its mandate in times of conflict. The resolution calls upon the Office to provide 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 suspend temporarily 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. At its 355th Session in November 2025, the Governing Body reiterated the need for continued monitoring of the impact of the aggression on the world of work, including collaboration with relevant United Nations (UN) bodies in assessing rights violations and the situation of workers particularly affected by the armed conflict.

¹ GB.344/Resolution.

► Impact on the world of work in Ukraine

2. According to the UN Human Rights Monitoring Mission in Ukraine (HRMMU), 2025 became the deadliest year for civilians in Ukraine since 2022, reporting at least 2,514 civilians killed and 12,142 injured in Russian-related attacks throughout the year.² The Office of the United Nations High Commissioner for Human Rights (OHCHR) highlighted intensified attacks on Ukraine's energy infrastructure, causing widespread power, heating and water outages as winter conditions set in, compounding living conditions for civilians, particularly for vulnerable groups, and affecting businesses and workers.³
3. Workers continued to pay a heavy toll in the conflict, as the war's escalation increasingly affects the world of work, exposing employees across critical sectors to grave risks, disrupting livelihoods, and undermining the functioning of essential services and industrial activity. In the first weeks of 2026 alone, 46 workers were injured, 8 of whom were killed. As reported by the Federation of Trade Unions of Transport Workers of Ukraine, on 19 December a missile strike on a port infrastructure facility had as its epicentre a bus carrying shift workers, killing 8 people and injuring more than 30.⁴ As reported by the Confederation of Free Trade Unions of Ukraine (KVPU), in an attack on 7 January, 13 employees of the Nikopol City Council in the Dnipropetrovsk region were injured as a result of a drone attack. On the night of 9 January, an emergency medical worker was killed in Kyiv.⁵ On 13 January, a missile strike on a Nova Poshta facility in the Kharkiv region injured 8 workers, 4 of them fatally.⁶ Eventually, while attacks are still intensifying, on 1 February, in the Dnipropetrovsk region, a drone attack on a bus killed 12 people, including mine workers and injured 7 more. The subsequent shelling of the mine forced 91 workers to remain underground in hazardous conditions.⁷
4. Attacks on infrastructure, especially energy facilities, put workers at grave risk. In a statement dated 16 November 2025, the KVPU reports that the offices of the Free Trade Union of Railway Workers of Ukraine and the Independent Trade Union of Miners of Ukraine were destroyed earlier that year.⁸ In December 2025 alone, at least 27 strikes were carried out against energy infrastructure facilities, with dire consequences for workers. An attack on the Dnipropetrovsk region on 5 November 2025 cut off power to eight coal mines while 2,595 miners were underground. They were rescued. On 6 December, attacks hit passenger infrastructure, destroying Fastiv station and the suburban depot, forcing 46 station employees to seek shelter. On 22 December, in Korosten, Zhytomyr region, as a result of the detonation near the railway tracks, freight cars derailed, injuring four railway workers. On three other occasions in the month of December, attacks affected logistical sites and civilian infrastructure. On the night of 20 January 2026, attacks against energy infrastructure hubs included facilities supplying electricity to sites in the Chernobyl Exclusion Zone. Union properties are not excluded.

² OHCHR, "[Protection of civilians in armed conflict](#)", press release, 12 January 2026.

³ OHCHR, "[High Commissioner Türk on Ukraine: the plight of civilians has become even more unbearable](#)", press release, 16 December 2025.

⁴ Federation of Trade Unions of Transport Workers of Ukraine letter dated 24 January 2026.

⁵ KVPU, "[Statement of the KVPU on the Critical Situation in Ukraine after Russian Attacks](#)", 9 January 2026.

⁶ KVPU letter dated 23 January 2026.

⁷ KVPU letter dated 2 February 2026.

⁸ KVPU, "[Ukrainian Unions APPEAL to the European Trade Unions](#)", 16 November 2025.

5. The resolution adopted by the Governing Body in March 2022 calls on ILO Member States to take measures, in accordance with national and applicable international law, to protect and ensure labour rights and a safe environment for all those fleeing Ukraine, in particular those in vulnerable situations. According to the Office of the United Nations High Commissioner for Refugees (UNHCR), the number of Ukrainians displaced abroad increased to around 5.6 million as of mid-January 2026, of which approximately 5.3 million were in Europe.⁹ Within the European Union (EU), 4.33 million people fleeing Ukraine were under temporary protection as of 30 November 2025, with the highest per-capita concentrations recorded in Czechia, Poland and Slovakia. The demographic profile of those under temporary protection reflects significant labour market implications: adult women accounted for 43.6 per cent, while more than half were of prime working age (35–64 years), and minors represented nearly one third. Eurostat data indicate that 268,000 temporary protection beneficiaries were registered as unemployed in reporting EU Member States in November 2025, the majority of whom were women aged 25 years and over.¹⁰ Internally Displaced Persons (IDPs) face increasingly difficult situations, with strikes on energy infrastructure leaving millions of people without reliable heating, water or electricity in sub-zero temperatures.¹¹ Moreover, an International Organization for Migration (IOM) assessment finds that 54 per cent of IDPs live in rented accommodations, increasing their economic vulnerability.¹²
6. Macroeconomic conditions remained fragile in 2025 and early 2026. Nevertheless, the economy showed resilience, with real GDP growth of 2.2 per cent in 2025 and projected growth of 1.8 per cent in 2026. Growth was supported primarily by consumer demand, government spending and the rapid expansion of the defence sector, while resources were increasingly directed towards reconstruction needs, even as labour shortages constrained activity. Inflationary pressures eased as food prices declined and import prices stabilized, but inflation is expected to remain high amid persistent labour shortages and strong wage growth.¹³
7. Pressures were reflected in business surveys, with enterprise expectations remaining subdued in December 2025 amid a deteriorating security environment. Energy production was significantly disrupted in late 2025 as frequent Russian attacks on power infrastructure led to widespread outages and increased reliance on imports, dampening electricity supply for industry and contributing to declines in industrial activity. Mining and metal-ore sectors also reported deteriorating conditions amid elevated energy costs and production constraints. While the business activity expectations index reached 49.2 in December 2025, it remained below the neutral threshold.¹⁴
8. Labour supply constraints and persistent skills shortages continued to exert upward pressure on wages in 2025, although real wage growth moderated compared with earlier years. At the same time, overall labour market outcomes remained subdued, with limited employment expansion and continued job losses among a significant share of the working-age population. According to the Pension Fund of Ukraine, the number of insured employees stood at 10.3 million in January–November 2025, unchanged from the same period in 2024, with the

⁹ UNHCR, *Ukraine Situation: UNHCR's 2026 plans and financial requirements*, January 2026.

¹⁰ Eurostat.

¹¹ UNHCR, *Ukraine Situation: UNHCR's 2026 plans and financial requirements*.

¹² IOM, "Over a Million of Displaced Ukrainians Forced to Exhaust Their Savings to Cover Rent", 12 November 2025.

¹³ OECD, *OECD Economic Outlook: Resilient Growth but with Increasing Fragilities*, Volume 2025, Issue 2, December 2025.

¹⁴ National Bank of Ukraine, "Businesses Continue to Report Restrained Performance Expectations – Business Outlook Survey in December", 1 January 2026.

previous years' shrinking trend coming to a halt.¹⁵ Wage gains were uneven, with higher growth concentrated in higher-skill sectors, reflecting ongoing labour demand constraints and structural mismatches.¹⁶ Women account for around 81 per cent of the registered unemployed, up from 55 per cent previously.¹⁷

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

Government and tripartite action

9. Labour law reform remains central to Ukraine's reform agenda. Following the tripartite Memorandum on Labour Law Reform brokered by the ILO in July 2025, a series of tripartite technical consultations facilitated by the Office helped address outstanding divergences in the draft Labour Code. The Ministry of Economy, Environment and Agriculture subsequently finalized the draft and requested ILO technical comments. The Cabinet of Ministers approved the draft Labour Code and submitted it to Parliament in January 2026 (registration No. 14386). Trade unions, notably the KVPU, raised concerns regarding the pace of the procedure and the need to ensure an inclusive process and effective social dialogue, including in letters of 29 December 2025 and 2 February 2026 to the ILO Director-General, referring to accelerated consideration of the draft in government and parliamentary structures.¹⁸ The latest letter mentions that as early as 4 February 2026 the relevant committee of the Verkhovna Rada of Ukraine is scheduled to consider the registered draft Labour Code without due consideration of trade union positions. In addition, the Office received a communication dated 29 January 2026 from IndustriALL Global Union and industriAll European Trade Union, as well as a letter dated 4 February 2026 from the European Federation of Public Service Unions (EPSU) and Public Services International (PSI), expressing similar concerns regarding the reform process, the need to ensure full compliance with international labour standards and the principles of tripartite social dialogue.¹⁹ The Office reacted in two separate letters sent to the KVPU and the Minister of Economy, Environment and Agriculture, reiterating that the ILO attaches particular importance to tripartite consultations and continues to stand ready to support efforts aimed at ensuring that national labour legislation is consistent with international labour standards. The ILO Office in Kyiv and headquarters are closely following developments. The Office maintains close engagement with the line Ministry and other development partners to ensure that ILO comments support tripartite consideration of the text during the parliamentary process.
10. On 7 January 2026, the Government adopted the National Employment Strategy 2030, accompanied by an operational plan for 2026–28, as a key instrument for recovery and labour market reform. Developed with the participation of social partners, the Strategy seeks to build

¹⁵ Ministry of Economy, Environment and Agriculture of Ukraine.

¹⁶ World Bank, "Listening to Citizens of Ukraine Survey", 8 October 2025.

¹⁷ National Bank of Ukraine, "Statistics: Macroeconomic indicators".

¹⁸ KVPU, letters dated 8 January 2026 and 2 February 2026.

¹⁹ IndustriALL Global Union and industriAll European Trade Union, letter dated 29 January 2026 and EPSU and PSI, joint letter dated 4 February 2026.

a modern and flexible labour market, facilitate the integration of up to 2 million additional workers, address skills mismatches, support the reintegration of veterans, activate underrepresented groups and digitalize employment services. The Office supported the development and implementation of the Strategy through technical review and guidance to strengthen alignment with international labour standards and related EU employment principles, reinforce social dialogue, and enhance institutional capacity.

11. Building on earlier assistance on equal pay, the Office supported a Tripartite Strategic Session on Equal Pay in October 2025, convened at the request of the Ministry, to discuss the draft Operational Plan for implementing the National Strategy to Close the Gender Pay Gap by 2030. The session brought together ILO constituents, UN agencies and academic experts. The Government adopted the Law on Supporting Working Parents, introducing monetary compensation for full-time employed parents of children aged 0–3 for the purchase of childcare services. The law also formally recognizes individual childcare workers as eligible service providers, facilitating their transition into the formal economy and improving working conditions. This reform complements broader ILO initiatives under the Sida-funded project “Childcare in Ukraine: A systems approach to building back better”, which supports professionalization, certification and integration of childcare workers into national employment programmes. The Office also continued to support the Ministry of Social Policy in advancing pension reform. Preliminary findings and the long-term baseline pension model were discussed with the Ministry and social partners. Following these consultations, and at the Ministry’s request, work is ongoing on developing additional reform scenarios for the first pension pillar.
12. Following the request by some constituents during several Governing Body sessions in 2025, the Office continued to strengthen its sectoral approach. Analytical work was launched to inform policy responses in the transport and maritime sectors, recognizing their importance for employment, supply chains and trade corridors during the conflict and recovery. The forthcoming sectoral policy paper will provide evidence-based recommendations for coordinated action, reflecting the operational and workforce challenges faced by transport enterprises and workers, following a wave of attacks on Ukraine’s transport and port infrastructure in late 2025 and early 2026. In parallel, an initiative signed on 30 January 2026, with the Government of the Kingdom of the Netherlands will reinforce occupational safety, workforce resilience, and institutional capacity in the energy sector, a sector critical to recovery and economic stability.²⁰
13. Building on the establishment of Local Employment Partnerships (LEPs) under the Danish-funded initiative, the Office supported early recovery and strengthened social dialogue in Odesa and Mykolaiv. LEPs further developed as tripartite coordination platforms, improving alignment between employment services, skills development, and enterprise support and local labour market needs. Complementary assistance strengthened outreach to individuals facing multiple barriers to employment. Under the Start and Improve Your Business programme, 180 individuals received training and 60 business plans were supported through grants and mentorship.
14. The ILO will carry out a five-year Productivity Ecosystems for Decent Work programme (April 2026–March 2031) through an agreement signed with Switzerland on 5 December 2025. The programme will strengthen labour market governance, address labour market

²⁰ ILO, “ILO and the Government of the Netherlands launch a project to protect Ukrainians working in energy”, 2 February 2026.

imbalances, enhance mobility and improve job quality in selected sectors, while promoting tripartite dialogue and linking productivity growth to decent formal employment. It will also promote inclusion of underrepresented groups and strengthen SME-support ecosystems.

15. The Office continued to advance social justice and decent work within the UN agenda in Ukraine. By co-leading the Strategic Results Group on Decent Jobs and Inclusive Economic Growth, the Office supported implementation of the UN Sustainable Development Cooperation Framework and strengthened inter-agency collaboration, including the development of a joint programme to support rapid local workforce strengthening.

Trade unions

16. Ukrainian trade unions continue to engage actively with the ILO. Since the last report, membership in the All-Ukrainian Trade Union “Protection of Justice” in Kharkiv increased by 51 workers.
17. The ILO continued to strengthen the institutional capacity of trade unions in preventing violations of labour rights, with particular attention to frontline regions, including Kharkiv, Dnipro and Odesa. The ILO, through its development cooperation portfolio, facilitated the establishment of legal hubs, providing legal aid to 594 individuals, while psychological and mental health support services reached 699 individuals. In total, project activities in the Kharkiv and Dnipro regions reached 1,980 people in 2025. The project findings confirm that mental health support represents a critical and growing need among trade union members, workers, IDPs, veterans and their family members. As a direct result of the Kharkiv Legal Hub, a new trade union of sports workers was established. Similar legal hubs operating in Odesa and Izmail provided legal assistance to 196 seafarers, bringing the total number of seafarers reached in 2025 to 364. The MTWTU Law Hub has been established as a permanent structural unit within the trade union, embedding itself into the union’s regular operations beyond the project lifecycle.
18. In partnership with the trade union PROFBUD, the ILO, through its Regular Budget Supplementary Account (RBSA) mechanism, facilitated delivery of a tailored training course in the construction sector for workers and jobseekers. The intervention aimed to expand access to skills development for groups affected by the war, including women entering non-traditional construction professions, IDPs who had lost stable employment, war veterans transitioning into civilian life and people with disabilities. To ensure accessibility and create an inclusive training environment, the ILO supported the installation of a wheelchair lift at the PROFBUD training centre.
19. Building the institutional capacity of social partners in Odesa and Mykolaiv to engage more effectively in social dialogue, 20 workers’ and 15 employers’ representatives benefited from a comprehensive training curriculum on leadership, strategic decision-making, negotiation and effective communication. Trade union policy on violence, harassment and non-discrimination in the world of work for the Kyiv region, earlier developed with ILO support, was updated to reflect the current situation and include mental health and psycho-social support and other issues. The policy is now supported by one more employers’ association, the Federation of Employers of the Kyiv region.

Employers' organizations

20. The ILO continues to support employer and business membership organizations (EBMOs) in finalizing and operationalizing new services that respond to wartime challenges while promoting inclusive and sustainable business practices, with support from the ILO–Belgium Project in Ukraine and RBSA funding.
21. The Federation of Employers of Ukraine (FEU) launched the Industrial Ramstein service in November 2025.²¹ Delivered through a business-matching platform, the service supports industrial enterprises in identifying international partners, connecting with equipment suppliers, and accessing existing recovery and financing instruments. Early results are promising: more than 150 Ukrainian industrial enterprises have benefited, including over 50 companies which directly engaged in international missions, factory tours and trade fairs, and more than 90 enterprises which participated in online matchmaking and information sessions. In total, 23 offline and online activities were delivered with partners from Germany, Italy, Switzerland, Belgium/EU and Japan, involving more than 20 national and international organizations. The expansion of services also strengthened the FEU's representativeness, with new enterprises joining the Federation during the reporting period. Moreover, the service is operated in close coordination with the Ministry of Economy of Ukraine, combining the FEU's enterprise-level engagement with the Ministry's policy leadership to support industrial recovery. In parallel, through joint efforts with the Ministry of Economy, Environment and Agriculture of Ukraine, the FEU initiated amendments to existing regulatory legal acts and commenced work on developing new ones. In particular, the FEU contributed to the drafting of the concept for the state programme "ReStart: Business – Support for Enterprises after Damage from Shelling". This programme defines key directions and instruments of state support, including the restoration of production equipment, job preservation, enterprise relocation and other recovery measures. These efforts are expected to continue, contributing to the establishment of sustainable institutional mechanisms for the restoration and recovery of damaged production facilities.
22. The Association of Organizations of Employers of Ukraine (AEOU) finalized activities for the establishment of its Green Energy Help Desk, a new training and consultancy service supporting enterprise transition to energy-efficient and low-carbon production models.²² A nine-module training programme, delivered through nine online webinars, is now available on the platform for interested companies. In addition, a rapid energy audit tool was developed and piloted, and three in-depth feasibility studies were conducted for selected enterprises, providing concrete, company-specific pathways for introducing hybrid energy solutions. The tool was well received by the companies, continues to gain traction and is expected to be in high demand in the near future.
23. The Confederation of Employers of Ukraine (CEU) completed the process of strengthening its service aimed at supporting employers in effectively integrating and retaining persons with disabilities in the workplace. Specifically, practical guidelines on internal company policies for disability inclusion were developed, alongside a comprehensive training programme piloted with employers and public institutions.²³ The existing Razom Platform was further upgraded

²¹<https://industrial-ramstein.fru.ua/>.

²²<https://gehd.green.kyiv.ua/>.

²³<https://pwd.employers.org.ua/ua/edu>.

with training materials and self-learning tools.²⁴ The CEU also continued to engage actively in policy dialogue to support enterprises employing persons with disabilities.

24. All three EBMOs were equipped with sustainability plans outlining clear pathways to maintain and further develop these services independently, and benefited from support to promote their services.

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

25. Consistent with the resolution adopted at the 344th Session of the Governing Body, ILO technical assistance to constituents in Eastern Europe, Central Asia and the South Caucasus has continued in the thematic areas identified in earlier reports. Support has been delivered through the Decent Work Technical Support Team and Country Office for Central and Eastern Europe (ILO DWT/CO-Budapest) and for Eastern Europe and Central Asia (ILO DWT/CO-Moscow), as well as through development cooperation projects across the subregion. Technical cooperation remains focused on a wide range of priorities, including the promotion of labour standards, the strengthening of social protection systems, and the advancement of gender-responsive and inclusive policies. Ongoing work on occupational safety and health, responsible business conduct in supply chains, social dialogue and the care economy continues to be central to the ILO's engagement in the region. The Regional Office for Europe and Central Asia monitors the evolving situation and is also engaged with the constituents and donors to respond to emerging needs and opportunities. An EU-funded project targeting promotion of decent work and preventing child and forced labour in Turkmenistan has started. Both in Albania and Uzbekistan, implementation is advancing of the respective projects under the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection and Jobs Compass (M-GA) is starting in Uzbekistan. The recently established position of Senior Coordinator in Uzbekistan will amplify the Office's efforts to mobilize resources.

► Situation of ILO staff

26. The team in Ukraine continues to grow and is currently composed of 26 staff members, with at least five additional staff expected to join in the coming months. The worsening security situation and the energy crisis caused by targeted attacks on critical infrastructure left up to 80 per cent of households in Kyiv and the region without heating, electricity and, in some cases, water during sub-zero temperatures. This has further exacerbated already difficult working conditions and has negatively affected staff morale and mental health. The Office has continued providing special leave days for local staff through the first half of the year; as well as the issuance of letters of support, in line with UN-wide practice, to facilitate temporary travel abroad for staff members; and has offered the use of Office premises as a safe haven, providing heating, warm water and electricity in the event of deteriorating living conditions at

²⁴ <https://pwd.employers.org.ua/ua>.

staff members' residences. Additional mitigation measures might be required both as part of the duty of care towards the staff, and as avenues to be explored to ensure business continuity and delivery to the tripartite constituents.

27. Despite these extraordinary and extreme circumstances, the team has remained resilient and committed to delivering programme results, often while operating under conditions of significant strain, including sleep deprivation.

► Areas for further action

28. The Office continued to engage actively with development cooperation partners through bilateral consultations with embassies and partner organizations and embassies in Ukraine, including active participation in annual donor consultations at ILO headquarters, and ongoing dialogue with development partners and international financial institutions. These engagements were supported by the preparation of project concept notes and the mobilization of additional resources. In parallel, the Office is focusing on finalizing the Decent Work Country Programme (DWCP) for 2026–29. To this end, on 21 October 2025, a tripartite prioritization workshop was organized with ILO national constituents, during which progress under the transitional cooperation strategy was reviewed and priorities for the next four-year period identified. The launch of the finalized DWCP is planned by the beginning of the second quarter of 2026. At the same time, efforts continued to conclude a Host Country Agreement, which would substantially strengthen the Office's operational capacity and provide a more robust framework for the delivery of ILO support in Ukraine.
29. Continued support in key areas, particularly employment services and labour inspection, is needed to advance decent work, formalization and inclusive employment. During the January visit of the ILO Kyiv Office Director, trade unions in Mykolaiv and Odesa highlighted worsening labour shortages, difficulties integrating veterans, IDPs and women into the workforce, ongoing mental health and psychosocial support (MHPSS) needs, and limited training opportunities to address skills gaps. Similarly, employers emphasized the need to address exacerbated labour shortages, particularly of skilled workers, as well as challenges in integrating war veterans into the workplace, including continued requirements for MHPSS.

► Draft decision

30. **In the light of the developments in Ukraine outlined in document GB.356/INS/10 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 356th 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 357th Session (June 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.