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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 (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 calling upon the Office to provide assistance to the 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, 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. At its 356th Session (March–April 2026), the Governing Body requested the Director-General to continue to monitor the impact of the aggression on the world of work and to report to the Governing Body at its current session on developments in the light of the resolution, including the ILO's continued engagement with the relevant United Nations (UN) bodies involved in

¹ GB.344/Resolution.

monitoring human rights violations and the situation of workers particularly affected by the armed conflict.²

► Impact on the world of work in Ukraine

2. Since the preparation of the previous document on this item,³ attacks affecting civilians and critical infrastructure have continued to disrupt daily life, economic activity and the delivery of essential services in Ukraine. According to the UN Human Rights Monitoring Mission in Ukraine, at least 211 civilians were killed and 1,206 were injured in the country in March 2026, the highest monthly casualty level since July 2025. In early May 2026, the Office of the United Nations High Commissioner for Human Rights (OHCHR) reported a further deterioration of the security situation, with attacks by the Russian Federation killing 28 people and injuring 194 on 5 May alone.⁴ Attacks on energy, railway and port infrastructure continued to put civilians and workers at risk, with strikes on such infrastructure still intense in the first quarter of 2026 and more than 400 attacks recorded.^{5, 6} The Confederation of Free Trade Unions of Ukraine (KVPU) reported 352 strikes on railway infrastructure in the period from 1 March to 22 April 2026.⁷
3. These developments are taking place against the broader backdrop of continuing displacement and ongoing pressure on workers in occupied territory. In its report published in March 2026, covering the period from 24 February 2022 to 31 December 2025, the OHCHR documented the forcible transfer or deportation of 104 individuals from occupied territory, including teachers and school personnel, emergency workers, medical personnel and employees of critical infrastructure facilities who did not cooperate with the occupying authorities. It reported that, according to Ukrainian authorities, 21,188 education personnel, 13,774 medical personnel and 6,500 local government workers had left occupied territory during the period under review. It also reported that, following the seizure of the Zaporizhzhia Nuclear Power Plant (ZNPP), staff were required to sign new contracts with the Russian state entity Rosatom or leave occupied territory; that, of 16 ZNPP employees interviewed by the OHCHR, 13 reported that they had been detained and at least 8 reported that they had been subjected to torture or ill-treatment; and that, according to the public enterprise Enerhoatom, 5,318 ZNPP employees had left occupied territory as of 29 December 2025, of which 3,795 were internally displaced in Ukraine.⁸ The Office will bring these developments to the attention of the Committee of Experts on the Application of Conventions and Recommendations.
4. Workers have continued to be killed and injured while performing their duties, commuting to workplaces and providing essential services. According to IndustriALL Global Union, in 2025, more than 1,000 workers were injured at workplaces as a result of attacks, while more than 200 workers were killed during the same period.⁹ Citing operational data from the State

² GB.356/Decisions.

³ GB.356/INS/10.

⁴ OHCHR, "At least 70 killed and over 500 injured in attacks across Ukraine since 1 May", 6 May 2026.

⁵ OHCHR, "Protection of Civilians in Armed Conflict – March 2026".

⁶ KVPU, letter dated 22 April 2026.

⁷ KVPU, "Ukrainian workers are fighting for life, for the right to work, and for peace!", 30 April 2026.

⁸ OHCHR, *Forced displacement from territory of Ukraine occupied by the Russian Federation: Forcible transfer and deportation, barriers to return, and the rights of internally displaced persons, 24 February 2022–31 December 2025*, 2026.

⁹ IndustriALL Global Union, "Four years of war: Workers still paying the price in Ukraine", 17 February 2026.

Labour Service of Ukraine, the KVPU reports that, in the first quarter of 2026, 66 workers were killed at their workplaces and 230 injured as a result of the aggression. On 10 March, a drone attack on the office of an organization of the Independent Trade Union of Miners of Ukraine seriously injured a union member.¹⁰ On 4 April, a strike on a market in Nikopol killed five people. On the night of 16 April, a large-scale attack reportedly targeted Kyiv, Dnipro, Odesa and Kharkiv. Two employees were killed when a car dealership was damaged, while three police officers and four emergency medical workers were injured in a repeated strike. On 22 April, an attack on the Zaporizhzhia railway station killed an assistant train driver and injured the driver.¹¹ According to the OHCHR, medical personnel came under attack by a short-range drone in the city of Kherson on 3 May as they arrived to provide medical assistance to people affected by a previous drone attack. On the night of 4 May, in the Poltava region, two emergency workers were among those killed and other workers were among those injured when a second strike hit a gas extraction facility that had already been struck earlier.¹² Trade union sources have reported daily drone attacks and artillery shelling affecting members of the Free Trade Union of Medical Workers of Ukraine in Nikopol and Marhanets, in the Dnipropetrovsk region.

5. In its report published in March 2026, following the renewal of its mandate by the UN Human Rights Council, the Independent International Commission of Inquiry on Ukraine states that ZNPP employees were among those specifically targeted by Russian authorities in the trials investigated by the Commission, raising continued concern for workers in critical infrastructure and nuclear safety-related functions. Moreover, the Commission recalls that international humanitarian law requires the continued provision of essential services in occupied territories, including medical, public health, care and education services.¹³
6. Labour market pressures persist despite modest economic growth in 2025, with the European Bank for Reconstruction and Development estimating that the growth of real gross domestic product slowed to 2 per cent in 2025 and inflation eased to 8 per cent in January 2026.¹⁴ Acute labour shortages and skills mismatches continue to reflect demographic pressures, mobilization and outward migration, with the Office of the United Nations High Commissioner for Refugees (UNHCR) reporting that almost 5.8 million refugees from Ukraine were abroad in early 2026.¹⁵ Wage developments also reflect these pressures. According to the State Statistics Service of Ukraine, the average nominal monthly wage reached 28,321 Ukrainian hryvnias in February 2026 and 30,356 hryvnias in March 2026, although significant sectoral and regional disparities persist.¹⁶ Wage arrears remain a concern.¹⁷
7. Economic activity, labour markets and social systems in Ukraine have partially adapted but continue to operate under conditions of high uncertainty, significant security risks, reduced productive capacity and widening regional and social disparities. The continued targeting and

¹⁰ KPvU, "Ukrainian workers are fighting for life, for the right to work, and for peace!"

¹¹ KVPU, letter dated 22 April 2026.

¹² OHCHR, "At least 70 killed and over 500 injured in attacks across Ukraine since 1 May".

¹³ United Nations Human Rights Council, *Report of the Independent International Commission of Inquiry on Ukraine to the Human Rights Council*, A/HRC/61/61, 2026.

¹⁴ European Bank for Reconstruction and Development, "Ukraine maintains macroeconomic stability despite war", 26 February 2026.

¹⁵ UNHCR, "Ukraine Refugee Situation", Operational Data Portal, accessed May 2026.

¹⁶ State Statistics Service of Ukraine, "Labour statistics enterprises survey", Ukrstat Official Statistics Portal, accessed May 2026.

¹⁷ State Employment Service, "Monitoring of wage arrears", 2026.

disruption of infrastructure have compounded the effects of earlier destruction on workplaces, enterprises and livelihoods. The fifth Rapid Damage and Needs Assessment, prepared by the World Bank, the Government of Ukraine, the European Union and the United Nations, estimated the value of physical assets destroyed or damaged, as at 31 December 2025, at US\$195.1 billion, with housing, transport and energy among the most affected sectors. It estimated socio-economic losses at US\$666.7 billion, driven largely by disruptions to commerce, industry, public services and livelihoods, and recovery and reconstruction needs at US\$587.7 billion over ten years.¹⁸

8. Micro, small and medium-sized enterprises have demonstrated resilience, with most businesses resuming operations after the initial shock; however, challenges persist, including reduced demand, disrupted logistics, damaged infrastructure that constrains supplies and energy access, labour shortages and limited access to finance, with high borrowing costs and uncertainty constraining investment. These challenges lead to an uneven sectoral recovery, with manufacturing and construction showing significant adaptation, while energy-intensive and export-oriented industries remain highly vulnerable.

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

Government and tripartite action

9. Labour law reform remains a highly sensitive and politically significant process. The draft Labour Code is currently under parliamentary consideration ahead of its first reading. Trade unions continue to express concerns about the pace of the process and the need to ensure an inclusive approach and effective social dialogue, including in respect of the protection of workers' rights, the scope for collective bargaining and alignment with international labour standards. The Government and the responsible Parliamentary Committee have reaffirmed their commitment to an inclusive consultative process with the social partners and alignment with international labour standards and the related European Union (EU) *acquis*. On 20 February 2026, the Office sent a memorandum with technical comments on the draft Law on Social Dialogue to inform the tripartite consultation process. Trade unions, notably the KVPU, raised concerns regarding the preparation of the draft Law, including the need to ensure timely access to draft texts, transparency, inclusiveness and effective social dialogue.¹⁹ In subsequent communications to the Office, the KVPU expressed concern that proposed representativeness criteria and requirements relating to trade union organization, the duration of activity and conflict of interest could unduly restrict participation in social dialogue and collective bargaining, including for newly established or smaller organizations, particularly in the context of the war, mobilization and displacement.²⁰ The ILO Country Office for Ukraine, in Kyiv, and headquarters are actively engaging with the line ministry and with the social

¹⁸ World Bank, Government of Ukraine, European Union and United Nations, *Ukraine Fifth Rapid Damage and Needs Assessment RDNA5: February 2022–December 2025*, 2026.

¹⁹ KVPU, letter dated 10 April 2026.

²⁰ KVPU, letter dated 14 April 2026.

partners to support a sound and inclusive legislative process. The second version of the draft Labour Code is currently under review by the ILO.

10. The Office is supporting Ukraine in three related areas of employment and labour market governance reform. First, it has been requested to support the drafting of a new Employment Law, with a series of stakeholder consultations planned in the coming months to inform this process. Second, following the adoption of the National Employment Strategy, the Office is supporting the development of a reform strategy for the State Employment Service. Third, the National Employment Strategy also foresees the reform of the State Labour Service, including in relation to labour inspection, in line with international labour standards. To support this reform, the Office is preparing an analysis of the regulatory and institutional steps required. In parallel, it is contributing to efforts to strengthen the analytical capacity of the State Labour Service through a new open-source intelligence training programme, launched in March 2026 in cooperation with the European Labour Authority. The initiative has strengthened the capacity of labour inspectors, enhanced cooperation with labour inspectorates in EU Member States and reinforced the cross-border monitoring of labour standards, contributing to the improved detection and prevention of labour rights violations, including forced labour and trafficking in persons.
11. The draft complete actuarial report for the Pension Fund of Ukraine was sent for validation to the Ministry of Social Policy, Family and Unity in February 2026. Following up on the analytical work referred to in the previous document on this item,²¹ the Office is advancing the work on a sectoral policy paper to identify the main operational challenges and opportunities for shipping, railways and road transport workers and enterprises.
12. The Office continues to support the National Mediation and Conciliation Service in developing an effective ecosystem for the amicable settlement of labour disputes. In May 2026, 24 new labour mediators, from different regions of Ukraine, received training, with an additional 24 expected to be trained in September 2026. Two further groups of 24 are expected to receive training in 2027. The aim is to ensure a minimum of three labour mediators per region at the end of 2027. In parallel, in collaboration with the International Training Centre of the ILO (Turin Centre), a training-of-trainers programme for labour arbitrators will be certified in June, with the objective of subsequently training a cohort of over 100 arbitrators.
13. Tripartite constituents from Ukraine participated in the International Labour Standards Academy held in May at the Turin Centre, strengthening their capacity to apply ILO standards at the national level. Efforts to strengthen the application of international labour standards in the judiciary are beginning to yield results: several court decisions have explicitly referenced international labour standards.
14. With Regular Budget Supplementary Account funding in the Kyiv region and a Danish Government-funded initiative in Odesa and Mykolaiv, the Office completed the roll-out of the Local Employment Partnerships model across the three regions. The model has been adapted to wartime labour market conditions and its further application and scale-up are ongoing. A project financed by the Swedish International Development Cooperation Agency continues to

²¹ GB.356/INS/10, para. 12.

support expanded access to childcare services and women's participation in the labour market in Ukraine and will be implemented until July 2027.

15. The Government of Ukraine has taken an important step towards ratifying the Maritime Labour Convention, 2006, as amended (MLC, 2006), with draft laws being submitted in 2026 to the Office of the President and under consideration prior to submission to Parliament. As the primary global instrument establishing comprehensive labour and social rights for seafarers, ratification represents a key milestone for strengthening protections and standards in the maritime sector, while also supporting broader alignment with the EU *acquis*. Considering Ukraine's significant contribution to the global seafaring workforce, timely ratification and implementation remain particularly important. The Office stands ready to support the tripartite constituents in advancing this process.

Trade unions

16. The war continues to pose significant challenges for trade unions, including membership losses, disrupted operations, increased security risks and restrictions affecting the exercise of trade union rights under martial law, as noted by the ILO supervisory bodies. At the same time, the recovery process is opening opportunities for trade unions to engage more actively in policy dialogue and reconstruction efforts at the national and international levels, including in the context of the Ukraine Recovery Conference in June 2026.
17. Against the backdrop of the developments described above, including continued attacks on workplaces and critical infrastructure, displacement and pressure on workers in occupied territory, and the labour law reform process, the Office continues to support trade unions in strengthening their participation in social dialogue and their capacity to represent workers in wartime conditions. In April 2026, the Bureau for Workers' Activities, in cooperation with the ILO Country Office for Ukraine, brought together representatives of the Federation of Trade Unions of Ukraine (FPU) and the KVPU to exchange experiences, resulting in practical strategies to support workers in wartime conditions, including to reinforce organization, sustain membership and enhance service delivery to workers most affected by the war, drawing on the ILO's strategic foresight approach. The Office will continue to monitor developments and remains available to provide technical assistance in line with requests by the social partners.

Employers' organizations

18. The Office continues to support employer and business membership organizations in strengthening their institutional capacity and service offer, enabling them to respond to the evolving needs of enterprises in a wartime and recovery context. This support contributes to improved enterprise performance and resilience, including through enhanced production practices and more inclusive and sustainable business models.
19. Since its launch, the business-matching platform developed as part of the Industrial Ramstein service by the Federation of Employers of Ukraine (FEU) has seen steady growth, with the number of platform users increasing by around 20 per cent each month. Its user base has also expanded, to include equipment manufacturers, advisory firms and international partners. The platform has also become a practical tool for collecting data on enterprise needs, informing government engagement with foreign partners, and facilitating access to recovery financing and equipment supply, including through companies' applications to international funding programmes. Recent cooperation with European partners, including the Governments of

Germany and Italy, and the mobilization of financial support through the German Development Bank (KfW), alongside efforts to expand engagement towards Asian markets, point to the platform's growing role in supporting industrial recovery, enterprise resilience and international business linkages.

20. The Confederation of Employers of Ukraine (CEU) continued to consolidate its service supporting enterprises in the employment, integration and retention of persons with disabilities, building on tools and training materials developed with ILO support. During the reporting period, the CEU independently developed a new training programme, namely the "Employers' Academy", which includes a module on disability employment legislation and corporate inclusion policies, which the CEU has begun to deliver on a paid basis. The "Together" platform to support businesses in employing persons with disabilities was also updated with additional data and analytical content. While CEU membership has remained stable, the low collection rate of membership fees has continued to limit its financial sustainability and operational capacity.
21. In Odesa and Mykolaiv, the Office continued to support employers' and workers' organizations in strengthening their capacity to engage in local social dialogue and recovery processes. Through nine dialogue events and six training sessions, the social partners addressed local labour market challenges, youth employment and women's leadership in social dialogue, contributing to improved coordination among stakeholders and more coherent local responses. A training manual on social dialogue and conflict management was also developed to support continued use and the possible scale-up of these approaches.

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

22. In the wider subregion, the Office continues to provide technical cooperation and assistance to all countries other than the Russian Federation and Belarus, with ongoing donor engagement to support emerging priorities. In the context of the ILO's Development Cooperation Strategy for 2026–29, this support reflects the Office's efforts to pursue more effective, innovative and agile development cooperation, diversify partnerships and respond to the constituents' evolving decent work priorities.²² The ILO and the Governments of Switzerland and the Republic of Moldova launched the second phase of the "Inclusive and productive employment in the Republic of Moldova" project, to be implemented from 2026 to 2030. The EU-funded project on the promotion of decent work and the prevention of child and forced labour in Turkmenistan is ongoing until December 2027, while a related project funded by the United States of America has resumed and is expected to conclude in January 2027. In Uzbekistan, a further project under the Multi-stakeholder Engagement to Implement the Global Accelerator on Jobs and Social Protection for Just Transitions and the World Bank Social Protection and Jobs Compass is starting, focusing on pension and social insurance reform implementation and institutional strengthening until December 2027.

²² GB.356/POL/4.

► Situation of ILO staff

23. The ILO Country Office for Ukraine has continued to scale up its capacity and now comprises 30 staff members operating in a highly volatile security environment. Increased attacks on civilian infrastructure and rising civilian casualties mean that staff continue to be under pressure, while prolonged exposure to wartime conditions are negatively affecting not only their well-being but also operational continuity. Working arrangements and duty-of-care measures are being continuously reviewed and adjusted in response to the evolving context. Despite these exceptional circumstances, the team has maintained programme delivery under considerable pressure. Ensuring the safety, security and well-being of staff remains a top priority for the Office. In this context, the Director-General met with staff in Ukraine on 15 May 2026 to hear from them directly about their situation and to reaffirm the Office's continued support.
24. The signing of the Host Country Agreement between the Government of Ukraine and the ILO on 28 April 2026 is expected to reinforce the Office's engagement with Ukraine and with the constituents by providing a stronger operational footing for, and enabling the more stable and effective delivery of, ILO assistance.²³ The Agreement will enter into force on the date of receipt by the ILO of written notification of the fulfilment by Ukraine of the appropriate internal procedures for its entry into force.

► Areas for further action

25. The Office continues to engage actively with development cooperation partners, including through bilateral meetings with embassies and development agencies in Ukraine. Discussions with multilateral development partners and international financial institutions are also ongoing, highlighting the need for intensified resource mobilization efforts, including through increased shared ownership with the constituents. These efforts will take place within the framework of the forthcoming Decent Work Country Programme for Ukraine for 2026–29, which is currently being finalized and is expected to be signed during the 114th Session (June 2026) of the International Labour Conference. They will also be pursued in connection with the Ukraine Recovery Conference, to be co-hosted by Poland and Ukraine in Gdańsk, Poland, on 25 and 26 June 2026, which is expected to mobilize international support and investment for Ukraine's reconstruction, with a particular focus on areas closely aligned with ILO priorities, including business recovery, the strengthening of human capital, and local and regional development.

► Draft decision

26. **In the light of the developments in Ukraine outlined in document GB.357/INS/4 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**

²³ ILO, "ILO and Ukraine: A new chapter in institutional partnership", 29 April 2026.

its 344th Session (March 2022), and taking into account the discussions held and the guidance provided during its 357th Session (June 2026), 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 358th Session (November 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.