



Inclusive Future of Work The Russian Federation

Country brief prepared for the 1st EWG under the 2019 Brazilian presidency of the BRICS

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Abstract

Technological, demographic and climate changes are the main drivers of Russia's labour market and present both opportunities and challenges for an inclusive, human-centred future of work. The profound transformations under way are positive for economic and technological development, but will impose structural changes in the labour market. Demographic changes, including population ageing, require additional efforts in labour activation, productivity growth, and in ensuring the employability of the workforce. Technological changes can provide better opportunities for work-life balance and development of capabilities, but also require adjustments in the legal framework to ensure decent work and investments in digital and core skills. Adaptation to climate change will require the economy to shift its production processes and enterprises to change their business model. This will on the one hand affect workers in specific sectors or occupations, but also create many new job opportunities in the green economy. Russia responds to these challenges by implementing a number of national projects and programs. The required actions call for coordinated efforts by the government, social partners and civil society.

Introduction

The Russian Federation's economic development dramatically changed in the 1990s during the transition to a market economy. Strengthening the mutually reinforcing nature of economic growth and decent work was a key objective. This was achieved through, for instance, improvements in labour legislation and labour relations and by increasing the role of labour market institutions.

After the economic decline of the 1990s, the crisis of 1998 and the devaluation of the national currency, the Russian economy entered a ten-year period of growth, although it was affected by the global financial crisis in 2008, which led to a recession in 2009. In 2010-2012, growth recovered but subsequently slowed down in 2013-2014. Structural imbalances and external factors, in particular, the fall in oil prices, led to a decline in 2015. Since 2016, the Russian economy has resumed growth and a noticeable acceleration can be expected starting from 2021.

In spite of all fluctuations in economic growth, positive labour market trends were preserved during the global financial crisis of 2008 and beyond. The total unemployment rate peaked at 8.3 per cent (2009) before steadily decreasing to 4.7 per cent in 2018. But youth unemployment persists at a high level (15.2 per cent). The labour force participation rate (68.9 per cent) remains stable in spite of the decline of the working age population (see Annex 1), although the gap between female and male labour force participation has been growing over the past years (ILOSTAT). The overall labour market stability is expected to translate into a decline in income inequality (World Bank, 2019).

At the same time, despite the overall positive labour market situation, the structural and regional imbalances of labour supply, low labour productivity, outdated and uncompetitive jobs prevent accelerating economic growth and negatively affect future labour market development.

Furthermore, as all other BRICS countries, Russia is witnessing changes in the world of work as a result of globalization, digitalization, demographic transitions and a shift in individual and societal expectations about work and welfare. Climate change and related challenges, especially natural disasters, such as floods and forest fires, also negatively affect labour market developments.

The National report "Future of Work in the Russian Federation: Humanization, Quality Jobs, Efficient Institutions", prepared in 2017 by the Ministry of Labour and Social Protection of the Russian Federation together with the Federation of Independent Trade Unions of Russia and the Russian Union of Industrialists and Entrepreneurs, presents Russia's vision for the future of work. The national report addresses the main drivers of the FoW and expected developments for the next years, including the opportunities and challenges for workers, enterprises and

labour institutions and how these developments might affect public regulations and policies. Within two years after the Report's release, the policy responses to the emerging opportunities and challenges for an inclusive FoW were further developed based on a Decree of the President of the Russian Federation (GoRF, 2018).

This paper provides an overview of current and future trends on the labour market of the Russian Federation, based on three factors: Technology, demography and climate. The first part of the paper summarises the main drivers of the future of work and their expected development over the next years. Based on this assessment, the second part seeks to identify the challenges and opportunities for workers, enterprises and labour market institutions. The third part shows how the Russian government is responding to the challenges and harnessing the opportunities.

Main drivers of the future of work and expected developments

Technological changes

Stable economic growth in Russia highly depends on technological innovations and digitalization. Development of new technologies and the digital economy are progressing significantly and rapidly. E-Commerce, e-marketing and advertising, communication infrastructure, and digital content development are all booming.

In 2018, the Internet economy amounted to 5.1 per cent of Russia's GDP (Russian Association of Electronic Communications, 2019) and it is growing by an average of 10-15 per cent per year. The volume of all sectors and markets related to the digital economy has already exceeded 20 per cent of Russia's GDP.

Access to the Internet is constantly increasing. In 2018, the share of households with access to the Internet was 76.6 per cent, and the share of the population that actively uses the Internet was 79.3 per cent (Rosstat, 2018). Despite the size of Russia's territory, telecommunication services are available to the majority of the population and their prices remain at a low level (ITU, 2019). Intensive use of digital technologies is witnessed in everyday life and in the economic and social spheres.

The growing availability of digital services can increase the autonomy of workers over how and where they work. The value of flexible employment and creativity in the world of work is gradually increasing, permitting individuals to have more free time to realize their capabilities. In Russia, the majority of office employees (85 per cent) are considering working remotely in the future: 23 per cent of respondents would like to work as a freelancer, and another 62 per cent would like to telework (Research service HeadHunter, 2019).

Such changes in the organisation of work and production require new approaches to the organization of working time and the educational system. People should have the opportunity to constantly re-skill and up-skill throughout their working life in order to remain employable. Russia expects the number of those participating in life-long learning programs to increase from 1.9 in 2019 to 3.0 million persons by 2024 (GoRF, 2018e).

Demographic changes

The demographic situation in Russia is characterized by population ageing. Due to a set of measures taken by the State and to changing people's attitudes towards their health, the growth rate of life expectancy in Russia is one of the highest in the world. Over the past 15 years, life expectancy increased by almost 8 years to 72.7 years in 2017 (Pomazkin, 2018). At the same time, birth rates are low at 10.9 births per 1,000 persons in 2018, which reflects a decline from 11.5 in 2017 (MLSP, 2019a). The fertility rate is decreasing too from 1.78 birth per woman in 2015 to 1.58 births per woman in 2018 (Rosstat, 2019f).

The share of persons aged 65 years and older in the population was 14.6 per cent in 2018 and the share of women in the elderly population increases with age¹. Due to population ageing, the demographic burden on the working-age population is increasing². In 2007, there were 330 people above working age per 1,000 people of working age. At the beginning of 2018, the dependency ratio was 454 people above working age for 1,000 people of working age. (MLSP, 2019b forthcoming).

Scenarios of demographic trends till 2035 show either a shrinking of the population (low and middle scenarios) or a slight increase in the total population (high scenario). The middle scenario forecasts that the share of those above working age will increase from 25.9 per cent to 30.1 per cent, while the share of those in working age will decrease from 55.4 per cent to 54.3 per cent and the share of those below working age will decrease from 18.7 per cent to 15.6 per cent.

Climate change

Russia is a party to the United Nations Framework Convention on Climate Change (UNFCCC), the Climate Change-Kyoto Protocol, signatory of the Paris Agreement and of other climate related international agreements. Over the past 20 years, emissions from the energy sector in Russia have declined by 37 per cent (Lavrov, 2015), which exceeds the target to bring emissions below

¹ In 2018, there were 1,412 women per 1,000 men in the age cohort of 60-64; 1,599 women per 1,000 men in the age cohort 65-69 and 2,377 women per 1,000 men in the age cohort 70 years and older.

² The working age in Russia includes women aged 16-54 and men aged 16-59. In 2019 the reform has started to gradually increase the working age for women up to 60 and men up to 65.

the level of 1990. In this context, the Russian Union of Industrialists and Entrepreneurs has initiated a debate on the possible impact of mitigation measures on the pace of economic growth.

Despite this debate, the Government is taking measures to protect the environment and the health of the population. Air pollution from heavy industry, emissions of coal-fired electric plants and transportation in major cities, as well as industrial and agricultural pollutions and waste management, are important sectors in achieving a greener economy. Total government expenditures on environmental protection and prevention of climate change are stable since 2012 at about 0.7 per cent of GDP (Rosstat, 2019).

The National Project Ecology (2019) sets a target of decreasing total air pollution in cities by 22 per cent by 2024. Other priority areas include improving the quality of drinking water (including for residents of settlements not equipped with modern centralized water supply systems) and to improve waste management, for instance, by eliminating all unauthorized landfills within the boundaries of cities. The Government will also implement measures to conserve biological diversity, including through the creation of at least 24 new specially protected natural areas, ensuring the balance of disposal and reproduction of forests. All these actions will contribute to ecological safety and positively affect population health.

Opportunities and challenges for workers, enterprises and labour institutions

Technological changes

Technological changes and digitization have opened new opportunities for the labour market. New technologies expand the scale and scope of employment and entrepreneurship, could narrow the gaps in labour market participation and increase social inclusion.

Online job markets allow workers to find suitable jobs more easily and digital learning platforms enable them to increase their employability. New technologies facilitate flexible work arrangements, such as telecommuting, and allow workers to work remotely and improve their work-life balance.

New technologies also allow employers to cope with local skilled workers shortages by accessing large pools of potential workers through digital labour platforms. Moreover, they improve the sustainability of small and micro businesses by providing ample opportunities of interaction between buyers and sellers of various goods and services. Russia's e-Commerce market was 2 trillion Roubles in 2018 and its growth rate relative to the previous year was at 16 per cent (Association of Electronic Communications, 2019).

Digitalization has also expanded the possibilities of young start-up companies, for instance by attracting investments through "crowd-funding", exchanging experience and knowledge through digital peer-to-peer knowledge sharing platforms and by reaching a larger customer base.

Labour institutions, such as employment services, benefited from the new technologies and the efficiency of their business processes and services increased. The average time needed for job search has decreased in 2018 compared to 2017 by about 7 days (MLSP, 2019a). At the same time, labour market institutions are facing the challenge to upgrade the qualifications of their own personnel to meet the digital requirements.

These benefits of digitalization are less clear for both workers and employers. Workers are facing possible job losses and enterprises need to change their business model. Workers need to reskill or up-skill to access new job opportunities requiring new competencies and skills required to work with new technological equipment. Enterprises are confronted with additional costs of training and re-training of staff. Another challenge in this context is to ensure a good match between the skills of the workforce and the requirements of businesses. In 2017, 55 per cent of those having basic vocational education, 59 per cent of those having secondary vocational education and 71 per cent of those having higher education, were in jobs that made use of their specialization while the others were in jobs, which did not match their qualifications (Rosstat, 2018c). Students are challenged to choose an educational career that meets both their own interests and the demand on the labour market. At the same time, it is a challenge for entrepreneurs to foresee the development of their businesses and inform educational systems on their future skill requirements. Lastly, it is also a challenge for employment services to help students with profiling and facilitate job matching.

Moreover, new forms of businesses, such as digital labour platforms, are still not well regulated and captured by national statistics. As a result, workers find themselves in jobs with poor working conditions, characterised by a low level of social protection, excessive working time and a lack of possibilities of collective bargaining on wage setting and other issues. Focusing on the rights of workers provides an opportunity to accelerate labour market formalization, the protection of labour rights, social protection of workers and their participation in collective bargaining and disputes resolution.

At the same time, the transition from informal to formal employment itself remains a challenge. As of 2017, the number of informally employed workers in Russia was about 13.5 million out of whom 8.5 million were men and 5.0 million women (Rosstat, 2019e). The majority of informally employed are within the age cohort of 30-39 years. The likelihood of being informally employed or unemployed is much higher for those without vocational training or below higher education.

While informality in agriculture and trade is decreasing, it is growing in other sectors, including manufacturing, construction, transportation and communications. Labour institutions, such as Labour Inspections and Public Employment Services, play an important role in the formalization process and the key challenge they face is to facilitate formal employment job matching.

Demographic changes

The biggest challenge for the labour market related to demographic changes in Russia is the decrease in the working age population alongside an increase of the older population. In order to address these challenges, activation policies provide an important opportunity for increasing the inclusiveness of labour markets by facilitating the employment of women and older persons, supporting youth in the transition from school to work, and opening labour markets for persons with disabilities.

The opportunities for women on the labour market are increasing. The labour force participation rate of women (15-64 years old) has been growing over the past years (69 per cent in 2017), although it is still significantly lower than for men (80 per cent in 2017)³. A growing concern is the persisting high gender pay gap. According to ILO (2018) estimates, Russian women earn on average 28 per cent less than men.

The key obstacles women face to enter the labour market are their higher domestic workload and barriers when re-entering the labour market after a long absence due to childbirth and childcare. Removing these obstacles is a key policy option to address population ageing in Russia.

Active ageing policies, by supporting older persons to remain economically active in the labour market, is another important policy area to respond to population ageing. The legislation allows those over working age (65+ for men, 60+ for women) to continue working and receive both pension and wages, or to postpone the receipt of pension payment, which in this case will be increased further on. As a result, the employment trend for older persons is positive. Over the past 5 years, the share of people above working age in total employment increased from 8.5 per cent (2012) to 9.6 per cent (2017).

Age discrimination is a key challenge faced by older workers. Older persons are dismissed more easily and businesses are reluctant to retain or hire them. This is mainly due to the perception

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³ Women's unemployment rate (5.1 per cent in 2017) is lower than men's (5.4 per cent). Moreover, women's participation in informal employment (44.3 per cent in 2017) is lower than that of men (55.7 per cent).

that older persons are less productive and more costly. Measures to address ageism can help overcome these obstacles to higher employment rates of older workers.

In Russia, there are about 40 million young people aged 15-29 years (about 27 per cent of the total population of the country). The unemployment rate of young people remained below 14 per cent, even in the crisis year of 2009. However, youth unemployment is still on average three times higher than total unemployment. The two key challenges faced by young persons entering the labour market are the mismatch between the quality of graduate training and employers' requirements, and the lack of employment opportunities, especially in rural areas.

The employment opportunities for persons with disabilities in Russia are still lower than in advanced European economies. The Russian Federation currently counts about 12 million persons with disabilities (about 8.4 per cent of the population). However, their labour force participation rate is low at 15.4 per cent, with an employment rate of about 12.5 per cent and a high unemployment rate of 18.3 per cent. Men with disabilities participate more in the labour market than women with disabilities.

The accessibility of workplaces, especially the transportation to and from the workplace is one of the main challenges for persons with disabilities. While the possibility of working remotely could be a way of overcoming this barrier, it could also create another form of isolation for persons with disabilities. In addition, jobs offered to persons with disabilities are often below their actual qualification and hence do not allow them to use and further develop their full potential.

Climate change

Climate change provides a wide variety of opportunities and challenges for workers, enterprises and labour market institutions. New jobs are emerging when moving towards a greener economy, for instance in the areas of renewable energy, energy efficiency, recycling, repair and remanufacturing. These jobs include research and development (R&D), waste management, maintaining biodiversity and protected areas, and providing specific health services to the population.

Moreover, the field of digital ecology is developing. The increasing number of digital devices leads to an increase in power consumption, and the production, use and disposal of digital devices affects the environment. Efforts to minimize this impact and reduce the carbon footprint of the digital economy, the transition to alternative energy sources and a new level of energy efficiency of devices are all central pillars of digital ecology. At the same time, digital technologies along the supply chain of production processes can be used to achieve environmental goals, for

instance by reducing losses in the use of raw materials, efficient recycling and waste processing, and the monitoring of indicators for sustainability.

To harness the full potential of these new job opportunities in the green economy, an upgrading and adjustment to existing competencies, as well as increasing specialization in certain technical skills (for example, STEM skills) will be required.

Policy responses

The Russian Federation's national goals are defined by the Decree of the President of the Russian Federation (GoRF, 2018). Thirteen national projects (programs) have been developed and are now in their implementation phase. These projects define policy responses to the existing challenges as well as policy actions towards creating an inclusive, human-centred, sustainable, and formal labour market. The overall aim is to create better living and working conditions for the population that will provide the basis for an inclusive future of work in the Russian Federation.

Technological changes

In 2017, Russia adopted the National Program "Digital Economy" with an expected annual budget of US\$1.8 billion until 2025. The program is aimed at positioning the country as a global leader in the digital economy. One of the main features of the project is to further close the digital divide within the country by creating a high-quality digital infrastructure and by ensuring its accessibility for all organisations and households: 8,000 small settlements with a population of 250 to 500 people will receive an Internet connection.

Another focus area of the program is to develop an up-to-date legal and regulatory framework, which involves creating favourable competitive conditions in the digital environment. This will include electronic signatures, electronic employment histories (so called "work books"), electronic passports for citizens of the Russian Federation, a stronger protection of consumer rights within e-commerce, approaches to the management and processing of data, and public registries. Moreover, companies purchasing telecommunications equipment of Russian origin will get additional support from the Government.

Another priority area of the "Digital Economy" program is to build digital skills. By the end of 2024, 10 million persons will be trained in digital literacy programs. Higher education

⁴ The project includes 6 sub-projects: "Legal regulations of the digital environment"; "Informational infrastructure"; "Personnel for digital economy"; "Information security", "Digital Technologies", "Digital state governance".

institutions will expand their programs related to information, communications and digital technologies, and all state universities are expected to introduce elements of the "Digital University" model.

The program further sets out to improve the efficiency and user-friendliness of public digital services for citizens and businesses through a "Government as a platform" approach. Such secure digital platforms will provide possibilities to directly exchange information between the state, citizens, commercial and non-profit organizations. The development of people's connectivity facilitates their education, employment and increase labour market inclusiveness (GoRF, 2018c).

All these measures will contribute to business development, increase labour productivity and protection of labour rights of workers.

Demographic changes

Considering the decreasing working age population and the growing share of older persons, actions aimed at coping with demographic changes are diverse.

The Russian government set a national development goal of increasing life expectancy to 78 years by 2024 and to 80 years by 2030 (GoRF, 2018). This goal has important implications for the labour market and was formulated in conjunction with a pension reform and measures to improve the employment conditions of citizens of pre-retirement age. The main feature of the pension reform was the gradual increase of the retirement age from 60 to 65 years for men and from 55 to 60 years for women. In addition, vocational training and education programmes for persons of pre-retirement age have been launched at 381 educational organizations in 65 Russian regions (GoRF, 2019). The most popular retraining programs are in the areas of services, including medical and social services, tourism, information and communication technologies, and construction.

In order to address future labour demand, it is necessary to focus on labour activation strategies to support those who would like to work to find jobs and to provide opportunities for career development.

The Government promotes the employment of young parents by opening new nursery places for children up to 3 years of age. In 2019, almost 15,000 childcare places have already been created and 77,000 more will be introduced by the end of 2019 (GoRF, 2019).

Employment opportunities for the youth are supported by the Government Actions Plan (GoRF, 2016) and the State Programme on Employment Promotion for 2013-2020. Policies include the

facilitation of school-to-work transitions and ensuring the employability of young people by increasing the quality of education and training programs, developing opportunities for apprenticeships and internships, and by linking the contents and structure of vocational education with market requirements to address mismatches on the labour market.

In order to increase education and employment opportunities for the youth, major changes have also been made to regulations of targeted training. Regional authorities and employers who send young employees for targeted training are now obliged to hire those young people after they have completed the training. In return, citizens who studied under such a contract are expected to work in the organization that has sent them for training for at least three years.

To match highly skilled workers with jobs on the labour market and to mitigate job mismatches, the Government develops occupational standards as a basis for educational standards. Its combination with the certification of skills and qualifications, the acceleration of the development of additional education programs and the expansion of life-long learning opportunities are key prerequisites for the high quality labour force and an inclusive future of work. Specialized centres to independently assess qualifications were created to enable people to pass the appropriate tests and exams and receive a certificate for their skills and competencies. These measures not only ensure the employability of young and pre-retirement age persons, but also address the demand for a high skilled labour force in the future.

The insufficient coordination of institutions involved in the rehabilitation of persons with disabilities and employment services requires additional attention.

Enterprise development and decent work

Support to small and medium enterprises (SME) is a key employment creation policy in Russia. Currently, SMEs account for 19 million employed persons and the sector's contribution to the economy is 22 per cent of GDP. The aim is to create an additional six million jobs in SMEs and to increase their contribution to GDP to 32.5 per cent by 2024 (GoRF, 2018b). A program of concessional lending to SMEs has been launched and more than a thousand loan agreements worth almost 50 billion rubles (about 798 million USD) have been signed. Until the end of 2019, it is expected that preferential loans in the amount of up to a trillion roubles (about 16 billion USD) will have been provided. In 2018, this figure was 80 billion roubles (1.3 billion USD). Access of SMEs to the public procurement system is expanding. To support start-ups and existing entrepreneurs, a "Business Navigator for SMEs" is being developed. It allows choosing the type of business, choosing the premises, preparing the business plan and getting information about available support measures (GoRF, 2019).

Decent job creation is also one of the objectives of the program of increasing the competitiveness of enterprises. It provides access to concessional financing for export products. Commercial rates for banks participating in this program are reduced by 4.5 per cent per year. A law providing VAT refunds for the export of services has been adopted. This will stimulate job creation and reduce the burden for companies exporting services, including transport and IT companies, and organizations providing other types of services.

Another priority is to stimulate the formalization and regulation of telework, work on digital labour platforms, transportation and cleaning services, lease of premises, construction and legal services, etc. For this purpose, a new professional income tax for self-employed persons specializing in service provision was introduced in 2019. Instead of paying 13 per cent income tax on all income, the self-employed pay 4-6 per cent of annual personal income earned per year through service provision up to a limit of 2.4 million rubles. This new tax does not waive the need to pay other taxes, but allows legalizing service provision and avoiding criminal prosecution for not paying taxes. A pilot has been launched in four regions of the Russian Federation. Today, more than 80,000 people have already registered for this tax mode. The registration via Internet is easy and does not require a visit to the tax inspection. It can be done either with the mobile application or on the website of the Federal Tax Service of Russia.

Climate change

Policy actions to address climate change are defined, inter alias, in the National Program "Ecology"⁵. All planned activities aim at mitigating the impact of climate change, promoting better working and living conditions and improving the overall health of the population.

The Government of the Russian Federation developed and approved the plan to improve state regulation of greenhouse gas emissions in line with the targets set out in the Paris Agreement (dated $03.11.2016 \, \mathbb{N}^{\circ} \, 2344$ -R). Along with this plan, the Ministry of Economic Development of the Russian Federation develops the strategy for long-term development with low greenhouse gas emissions until 2050. An expert group is established and the strategy should be presented by December 2019. These and other documents addressing climate change challenges are aimed at improving the overall ecological situation and are beneficial for the population and businesses, and especially for the agricultural sector and its workers.

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⁵ The Project consists of the following sub projects: "Clean country"; "Integrated solid waste management system"; "Infrastructure for waste management of hazard classes I-II"; "Clean air"; "Clean water"; "The Volga river"; "The preservation of lake Baikal"; "Preservation of unique water basins:"; "Conservation of biological diversity and development of ecological tourism"; "Implementation of the best available technologies".

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Annex 1. Russia's Labour Market Indicators

	2015	2016	2017	2018	Change (+/-)
	1	2	3	4	5 = 4-3
Labour force (15-72), thousand persons	76 588	76 636	76 109	76 003	-106
Employed (15-72), thousand persons	72 324	72 393	72 142	72 354	212
Unemployed (15-72), thousand persons	4 264	4 243	3 967	3 657	-310
Labour force participation rate of persons aged 15-72, %	69,1	69,5	69,1	•••	•••
Employment rate of persons aged 15-72, %	65,3	65,7	65,5	•••	***
Unemployment rate of persons aged 15-72, %	5,6	5,5	5,2	4,8	-0,4
Number of registered unemployed, thousand persons	967,9	956,0	815,9	713,3	-102,6
Level of registered unemployment as % of the workforce aged 15-72	1,26	1,25	1,07	0,94	-0,13
Number of vacancies reported by entrepreneurs, thousand units	1 281,6	1 293,0	1 496,3	1 597,6	101,3
Labour market tension coefficient – number of persons per 100 vacancies	91	88	65	54	-11,0

Note: as of 2018, Rosstat provides data for age cohorts 15+ and 15-72, instead of 15-64.

Source: Rosstat