

EMPLOYMENT, LABOR AND SOCIAL PROTECTION IN A HYBRID ENFORCEMENT REGIME

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Article info

Received –

2024 February 19

Accepted –

2024 June 20

Available online –

2024 September 20

Keywords

Hybrid legal regime, self-isolation, special military operation, COVID-19, partial mobilization, legislative technique, powers of the Government, regional lawmaking

The features of the hybrid law enforcement regime in the field of employment, labor and social protection are considered. Russia and the whole world have entered an era of turbulence, when customary and even emergency legal regimes that have been developed over decades do not allow us to respond effectively to challenges, regulate public relations and protect the rights and freedoms of legal entities in response to changes in the current situation. The traditional systematic approach to legal regulation using blocks of legislation formed in advance as a reaction to the situation changing in one direction or another often does not justify itself and each time requires a creative and individual, rather than template, approach from the law enforcement officer to the selection of used tools and norms of different legal regimes, which requires active rule-making to fill emerging gaps. Avoiding complex legal regulation adds originality to rulemaking and law enforcement in the early 2020s, the general direction of which is to accelerate the creation of rules of conduct in the field of labor, employment and social protection by increasing the role of the Government, speeding up the lawmaking process, expanding regional rulemaking, and giving greater legitimacy to the instructions of officials in comparison with documented acts. The legislator has consistently optimized the legal technique of preparing and adopting laws that meet the needs of operational support of a special military operation with labor legal means. The growth of regional rule-making in the field of social protection requires the elimination of shortcomings and unification at the federal level. A noticeable phenomenon was in a number of cases the replacement of written administrative acts with instructions from a senior official. The legal regimes formed in this way - aimed at countering the spread of the coronavirus COVID-19, accompanying the conduct of a special military operation, etc., can be called hybrid or constructed – assembled from various legal elements and do not form systems sufficient to achieve an integration-entropy balance. Moreover, for this design, elements of normatively established special legal regimes are used, which, however, have undergone significant transformation - a self-isolation regime instead of mandatory quarantine measures, special measures in the economic sphere instead of special economic measures established by presidential decree; mobilization – but partial. All this points to the 2020s as a period of hybrid law enforcement, when elements of other emergency regimes are used to construct the current law enforcement regime, but not in combination, while avoiding measures that entail a radical and total violation of civil rights and freedoms. At the same time, accelerated law-making clearly indicates that the array of norms that have been created over decades is insufficient to regulate the current agenda.

1. Introduction.

For over three years now, it has been typical of domestic legal and political practice to ignore the application of special legal regimes, which are developed in sufficient detail and comprehensively by law - a state of emergency¹, martial law², etc. The measures applied have no less of an impact on the rights and freedoms of citizens, but they are of a targeted nature and do not always meet the principle of consistency. It is the avoidance of comprehensive legal regulation that adds uniqueness to the rule-making and law enforcement of the early two thousand twenties [1, pp. 30-42], the general direction of which is to accelerate the creation of rules of conduct in the field of labor, employment and social protection by enhancing the role of the Government, accelerating the law-making process, expanding regional rule-making, and giving greater legitimacy to the instructions of officials in comparison with documented acts. The legal regimes formed in this way - aimed at countering the spread of the COVID-19 coronavirus [2, pp. 75-94], accompanying the implementation of the SVO, etc. [3, pp. 5-15; 4, pp. 5-14], can be called hybrid or constructed - assembled from various legal elements and not forming systems sufficient to achieve an integration-entropy balance. Moreover, for such a design, elements of normatively enshrined special legal regimes can be used, which, however, have undergone a significant transformation - a self-isolation regime instead of mandatory quarantine measures [5, pp. 96-104; 6, pp. 105-115], special measures in the economic sphere instead of special economic measures established by presidential decree³; mobilization -

but partial. All this points to the 2020s as a period of hybrid law enforcement (by analogy with well-known phenomena in world politics), when elements of other emergency regimes are used to construct the current law enforcement regime, but not in a complex, while avoiding measures that entail a radical and total violation of civil rights and freedoms [7, pp. 101-111]. Accelerated lawmaking at the same time clearly demonstrates the insufficiency of the array of norms created over decades to regulate the current agenda. Let us consider in detail some of the features of the hybrid law enforcement regime in the sphere of employment, labor and social protection.

2. Acceleration of lawmaking in the sphere of labor, employment and social protection with an increased role of the Government of the Russian Federation

The corresponding trend has emerged in connection with measures to counteract the spread of coronavirus infection [8, pp. 136-144; 9, pp. 56-71; 10, pp. 154-171]. The specifics of regulating labor relations in 2020-2022 [11, pp. 159-162; 12, pp. 7-23] were established by the RF Government Resolution of June 19, 2020 No. 887⁴, with amendments and additions that were in force until the end of 2022, i.e., during the period of the SVO, although they were not related to the latter.

Further, the Federal Law of May 31, 1996 No. 61-FZ "On Defense" was supplemented by Art. 261, according to which the RF Government may introduce special measures in the economic sphere. These measures may, among other things, provide for the establishment of specific features of legal regulation of labor relations in specific organizations, their structural divisions and at individual production facilities⁵. Part two of the

¹ Federal Constitutional Law of May 30, 2001 No. 3-FKZ "On the State of Emergency" (as amended on July 3, 2016) // Collected Legislation of the Russian Federation. 2011. No. 23. Art. 2277.

² Federal Constitutional Law of January 30, 2002 No. 1-FKZ "On Martial Law" (as amended on July 1, 2017) // Collected Legislation of the Russian Federation. 2002. No. 5. Art. 375.

³ Federal Law of December 30, 2006 No. 281-FZ "On Special Economic Measures and Coercive Measures" // Law Enforcement Review 2024, vol. 8, no. 3, pp. 44–52

Collected Legislation of the Russian Federation. 2007. No. 1 (Part 1). Art. 44.

⁴ Resolution of the Government of the Russian Federation of June 19, 2020 No. 887 "On the specifics of legal regulation of labor relations and other relations directly related to them in 2020-2022" // Collected Legislation of the Russian Federation. 2020. No. 26. Art. 4115; 2021. No. 2 (Part II). Art. 450; 2021. No. 48. Art. 8085.

⁵ Federal Law of July 14, 2022 No. 272-FZ "On Amendments to Certain Legislative Acts of the Russian

corresponding content and an even broader scope of application in the future - with the introduction of special measures in the economic sphere - is included in Art. 252 of the Labor Code of the Russian Federation⁶.

The legislator directly names a number of issues for which the Government of the Russian Federation may establish specific features of legal regulation. This is involvement in overtime work, at night, on weekends and non-working holidays, as well as the provision of vacations. The list is obviously not exhaustive, since the legislator preceded the list with the word "including".

It should be emphasized that the content of Federal Law No. 273-FZ of July 14, 2022 gave us only a hint of what changes in labor legislation should be expected in connection with the introduction of special measures in the economic sphere. The wording of Part Two of Art. 152 of the Labor Code of the Russian Federation also allows for other measures affecting labor relations. The specifying document was the RF Government Resolution of August 1, 2022 No. 1365 "On the specifics of legal regulation of labor relations in certain organizations, their structural divisions and at certain production facilities"⁷, which approved the Specifics of legal regulation of labor relations in certain organizations of the defense-industrial complex, their structural divisions and at certain production facilities [13, pp. 136-145]. In the process of applying the RF Government Resolution of August 1, 2022 No. 1365, the actually developing social relations may require an adjustment to the list of specifics, both in the direction of expansion and narrowing, if the need for some of them in practice is small. In any case, the amendments made to the Labor Code of the Russian Federation allow the RF Government to fully exercise the

powers granted by law [14, pp. 35-54], and the legal institution of specifics of legal regulation of labor of employees when introducing special measures in the economic sphere can be further developed [15, p. [197-202].

3. Acceleration of the legislative process,

The legislator has consistently optimized the legal technique of preparing and adopting laws that meet the needs of operational support of the SVO with labor law tools.

For example, the time it took to pass the bill, which, following consideration by the chambers of the Federal Assembly of the Russian Federation and signing by the President of the Russian Federation, became Federal Law No. 272-FZ of July 14, 2022 "On Amendments to Certain Legislative Acts of the Russian Federation"⁸ and granted the Government of the Russian Federation the right to establish the specifics of legal regulation of labor relations when introducing special measures in the economic sphere, through the State Duma, the Federation Council and the Administration of the President of the Russian Federation is impressive. The package of documents from the Government of the Russian Federation was received by the State Duma on the evening of June 30, 2022. As early as July 1, 2022, the bill was preliminarily reviewed by the relevant committee of the State Duma (the State Duma Defense Committee), and on July 4, 2022, it decided to submit the bill to the State Duma Council with a proposal to adopt the bill in the first reading on July 5, 2022. On July 5, 2022, the bill was adopted by the State Duma in the first reading, and the next day, July 6, 2022, in the second and third readings. On the same day, July 6, 2022, the bill was received by the Federation Council, on July 7, 2022, it was preliminarily reviewed by the Legal Department and five committees, and on July 8, 2022, it was approved by the Federation Council and sent to the President of the Russian Federation. On July 14, 2022, the law was signed by the President of the

Federation" // Rossiyskaya Gazeta, July 19, 2022 No. 154-155.

⁶ Federal Law of July 14, 2022 No. 273-FZ "On Amendments to the Labor Code of the Russian Federation" // Official Internet Portal of Legal Information pravo.gov.ru July 14, 2022 No. 0001202207140052 (date of access: August 1, 2022)

⁷ Official Internet portal of legal information. URL: <http://publication.pravo.gov.ru/Document/View/0001202208050033?index=0&rangeSize=1> (date of access: August 10, 2022)

⁸ The government bill submitted to the State Duma had a different title – "On Amendments to Certain Legislative Acts of the Russian Federation on Issues of Providing the Armed Forces of the Russian Federation, Other Troops, Military Formations and Agencies in Conducting Counter-Terrorism and Other Operations Outside the Territory of the Russian Federation," which was changed during its consideration by the Duma.

Russian Federation and published on the same day⁹. The above also fully applies to the bill No. 155718-8 "On Amendments to the Labor Code of the Russian Federation"¹⁰ submitted to the legislative body at the same time.

The legal technique used to ensure the labor rights of mobilized workers had the same features. In order to speed up the process as much as possible, amendments were made to the bill No. 112293-8 (initially regulating labor protection issues), scheduled for the second reading, which was already adopted in the second and third readings on September 27, 2022, and sent to the Federation Council on September 28, 2022. On October 3, 2022, three committees of the Federation Council (on social policy, on constitutional legislation and state building, and on defense and security) recommended that the Federation Council approve this federal law, which it did by a resolution dated October 4, 2022. The law, a number of provisions of which apply to legal relations that arose on September 21, 2022, was signed by the President of the Russian Federation on October 7, 2022, and on the same day was officially published¹¹ and entered into force.

It seems that the legislative technology that had been developed over the course of a year [16, p. 66-81] acquired its final form when the representative body had only a few hours to study, discuss and adopt in two readings the extensive amendments introduced for the second reading of bill No. 361804-7 "On Amendments to Certain Legislative Acts of the Russian Federation"¹², which, after voting in the Federation Council and

signing by the President of the Russian Federation, became the Federal Law of the same name dated April 14, 2023 No. 127-FZ¹³.

4. Activation of regional rule-making

The Constitution of the Russian Federation¹⁴ classifies labor legislation as a sphere of joint jurisdiction of the Russian Federation and its constituent entities [17, pp. 5-16; 18, pp. 11-27]. During the period of hybrid law enforcement in the 2020s, it should be noted that the practice of legal regulation of labor and social protection relations at the level of constituent entities of the Russian Federation has expanded in the order of providing additional guarantees to citizens based on the provisions of Articles 5–6 of the Labor Code of the Russian Federation.

For example, the Resolution of the Government of the Khabarovsk Territory dated September 22, 2022 No. 465-pr "On additional guarantees in the sphere of labor relations"¹⁵ (clause 2) provides additional guarantees of labor rights for employees of organizations and entrepreneurs of the Khabarovsk Territory called up for military service upon mobilization to retain their jobs for the duration of military service and return to their employers to positions not lower than those occupied within three months after dismissal from military service. This resolution was published on the Official Internet Portal of Legal Information on September 23, 2022¹⁶ - on the same day as the RF Government Resolution of September 22, 2022 No.

⁹ System of support for legislative activity, draft law No. 155680-8. URL: <https://sozd.duma.gov.ru/bill/155680-8> (date of access: 01.08.2022)

¹⁰ Legislative Support System, Bill No. 155718-8. URL: <https://sozd.duma.gov.ru/bill/155718-8> (Accessed: 01.08.2022)

¹¹ Federal Law of October 7, 2022 No. 376-FZ "On Amendments to the Labor Code of the Russian Federation" // Official Internet Portal of Legal Information (pravo.gov.ru) October 7, 2022 No. 0001202210070004. <http://publication.pravo.gov.ru/Document/View/0001202210070004?index=7&rangeSize=1> (Accessed: 22.09.2022)

¹² System for ensuring legislative activity. <https://sozd.duma.gov.ru/> (date of access 13. 04. 2023)
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¹³ Federal Law of April 14, 2023 No. 127-FZ "On Amendments to Certain Legislative Acts of the Russian Federation" // Official Internet Portal of Legal Information.

<http://publication.pravo.gov.ru/Document/View/0001202304140051?index=0&rangeSize=1> (date accessed 04/18/2023)

¹⁴ Clause "g" of Part 1 of Article 76 of the Constitution of the Russian Federation // Official Internet Portal of Legal Information. URL: <http://www.pravo.gov.ru>. 2022. October 6. No. 0001202210060013 (date of access: January 29, 2023).

¹⁵ Rossiyskaya Gazeta. 2022. September 23.

¹⁶ Official Internet portal of legal information. URL: <http://www.publication.pravo.gov.ru/Document/View/2700202209230002?index=0&rangeSize=1> (date of access: 29.01.2023).

1677¹⁷, which supplemented the Features with paragraph 10, which already provides for the suspension of employment contracts with mobilized workers and a ban on termination of employment contracts with them under paragraph 1 of part one of Article 83 of the Labor Code of the Russian Federation¹⁸.

For some time, a regulatory act of the constituent entity of the federation was actually applied in the territory of Khabarovsk Krai, about the adoption of which employers and the population of the region were promptly informed through the media and by sending copies to organizations, then the Features amended by the RF Government Resolution¹⁹ began to be applied, and subsequently - the actual norms of the amended²⁰ Labor Code of the Russian Federation.

The second aspect of strengthening the regionalization of legal regulation of labor relations [19, p. 5-14] is mainly associated with the establishment of social payments and benefits for

mobilized regions of Russia, but again, they are connected in one way or another with the loss of earnings due to the suspension of employment contracts. Here, a noticeable differentiation is noted depending on the subject. Thus, in Khabarovsk Krai, mobilized personnel receive a one-time payment of 150 thousand rubles²¹, in Tula Oblast - 100 thousand rubles²², in the Republic of Crimea - 200 thousand rubles²³, and in Moscow - a monthly payment of 50 thousand rubles²⁴.

The head of the Republic of Bashkortostan went even further and established a differentiation in the amount of payments within the subject depending on the type of military formation. A one-

¹⁷ Resolution of the Government of the Russian Federation of September 22, 2022 No. 1677 "On Amendments to the Specifics of Legal Regulation of Labor Relations and Other Relations Directly Related to Them in 2022 and 2023" // Official Internet Portal of Legal Information. URL: <http://www.pravo.gov.ru>. URL: <http://publication.pravo.gov.ru/Document/View/0001202209230041?index=0> (date of access: 01/29/2023)

¹⁸ And paragraph 1 of part 1 of article 39 of the Federal Law "On the State Civil Service of the Russian Federation" (as amended on 29.12.2022) // Collected Legislation of the Russian Federation. 2004. No. 31. Article 3215.

¹⁹ Resolution of the Government of the Russian Federation of September 22, 2022 No. 1677 "On Amendments to the Specifics of Legal Regulation of Labor Relations and Other Relations Directly Related to Them in 2022 and 2023" // Official Internet Portal of Legal Information. URL: <http://www.pravo.gov.ru>. URL: <http://publication.pravo.gov.ru/Document/View/0001202209230041?index=0> (date of access: 01/29/2023)

²⁰ Federal Law of October 7, 2022 No. 376-FZ "On Amendments to the Labor Code of the Russian Federation" // Official Internet Portal of Legal Information. URL: <http://www.pravo.gov.ru>. 2022. October 7. No. 0001202210070004. <http://publication.pravo.gov.ru/Document/View/0001202210070004?index=7&rangeSize=1> (date of access: 01/29/2023), a number of provisions of which are extended by the legislator to legal relations that arose on September 21, 2022.

²¹ Resolution of the Government of Khabarovsk Krai of October 21, 2022 No. 534-pr "On approval of the Procedure for providing a one-time cash payment to citizens of the Russian Federation called up for military service upon mobilization in the Armed Forces of the Russian Federation in accordance with the Decree of the President of the Russian Federation of September 21, 2022 No. 647 "On the announcement of partial mobilization in the Russian Federation", as well as citizens taking part on a voluntary basis in a special military operation" // Information and legal database of the Russian Federation. URL: <https://ipbd.ru/doc/2700202210260001/> (date of access: 01/30/2023).

²² Decree of the Governor of the Tula Region dated September 22, 2022 No. 94 "On Amendments and Additions to the Decree of the Governor of the Tula Region dated July 19, 2022 No. 63 "On the Implementation of a One-Time Cash Payment to Certain Categories of Citizens in 2022" // Official Internet Portal of Legal Information. URL: <http://www.pravo.gov.ru>. 2022. July 22. No. 7100202207220009; 2022. September 23. No. 7100202209230009 (date of access: January 30, 2023).

²³ Decree of the Head of the Republic of Crimea dated December 5, 2022 No. 322-U "On the establishment in the Republic of Crimea of a one-time cash payment to citizens of the Russian Federation called up for military service upon mobilization, as well as citizens who have entered into a contract for military service, and recognizing as invalid certain decrees of the Head of the Republic of Crimea" // Krymskaya Gazeta. 2022. December 12.

²⁴ Decree of the Mayor of Moscow dated September 22, 2022 No. 52-UM "On additional social guarantees for persons called up for military service upon mobilization" // Official website of the Mayor of Moscow. URL: <https://www.mos.ru/authority/documents/doc/49542220/> (date of access: 01/30/2023). By the way, this is the first regional regulatory act establishing additional measures to support mobilized personnel and their families.

time cash payment to citizens of the Russian Federation from the Republic of Bashkortostan, called up for military service upon mobilization in the Armed Forces of the Russian Federation, and members of their families in the amount of 20 thousand rubles. was provided for by the Decree of the Head of the Republic of Bashkortostan dated December 5, 2022 No. UG-918²⁵. However, in January 2023, an additional one-time payment of 200 thousand rubles is established for persons serving in the military for at least 180 days only in three units formed in the Republic of Bashkortostan²⁶. Such differentiation can negatively affect information and psychological security [20, pp. 95-101]. It is not surprising that after a short time, "random competition" arose in the military registration and enlistment offices between the headquarters for the collection of volunteer battalions, despite the "common task of supporting fellow countrymen who are ready to join volunteer battalions, or simply under a contract - there is no difference"²⁷.

²⁵ Decree of the Head of the Republic of Bashkortostan dated December 5, 2022 No. UG-918 "On a one-time cash payment to citizens of the Russian Federation from the Republic of Bashkortostan called up for military service upon mobilization into the Armed Forces of the Russian Federation in accordance with the Decree of the President of the Russian Federation dated September 21, 2022 No. 647 "On the announcement of partial mobilization in the Russian Federation", and members of their families" // Official Internet portal of legal information of the Republic of Bashkortostan. URL: <https://npa.bashkortostan.ru/37706/> (date of access: 01/30/2023).

²⁶ Decree of the Head of the Republic of Bashkortostan dated January 23, 2023 No. UG-20 "On additional measures of social support for persons serving in the Bashkir motorized rifle battalion named after Minigali Shaimuratov, the Bashkir motorized rifle battalion named after Alexander Dostavalov, the Bashkir operational purpose battalion named after Salavat Yulaev" // Official Internet portal of legal information of the Republic of Bashkortostan. URL: <https://npa.bashkortostan.ru/38109/> (date of access: 01/30/2023).

²⁷ Andrei Nazarov called for an end to competition between Bashkir battalions // Kommersant. 2023. April 17. <https://www.kommersant.ru/doc/5939479> (date of access 04/17/2023); Andrei Nazarov declared the inadmissibility of competition between headquarters for the recruitment of military personnel // Bashinform. Law Enforcement Review 2024, vol. 8, no. 3, pp. 44–52

5. Giving greater legitimacy to the instructions of officials in comparison with documented administrative acts

Thus, the beginning of the SVO was announced in the address of the President of the Russian Federation on February 24, 2022²⁸. Another striking example of a linguistic change in legal relations was the President's statement on the completion of partial mobilization in the fall of the same year. Based on the legal consequences that have occurred, it is difficult to argue with the statement of A.A. Klishas that "from a political point of view, from the point of view of legitimacy, there is no greater force in our country than the words of the president."²⁹

6. Conclusions

Russia and the entire world have entered an era of turbulence, when the usual and even emergency legal regimes that have been developed over decades do not allow for an effective response to challenges, regulation of public relations and protection of the rights and freedoms of legal entities in response to changes in the current situation. The traditional systemic approach to legal regulation using pre-formed

2023. April 17. <https://www.bashinform.ru/news/social/2023-04-17/andrey-nazarov-zayavil-o-nedopustimosti-konkurentsii-mezhdu-shtabami-po-naboru-voennosluzhaschih-3223254> (date of access 04/17/2023) and others.

²⁸ "In accordance with Article 51, Part 7 of the UN Charter, with the sanction of the Federation Council of Russia and in pursuance of the treaties of friendship and mutual assistance with the Donetsk People's Republic and the Lugansk People's Republic ratified by the Federal Assembly on February 22 of this year, I have made a decision to conduct a special military operation" // Official website of the President of the Russian Federation. URL: <http://kremlin.ru/events/president/news/67843> (date accessed: 01/29/2023).

²⁹ Answers to journalists' questions on October 31, 2022 // Website of the President of Russia. <http://kremlin.ru/catalog/keywords/82/events/69730> (date of access: 19.04.2023)

The president's words are stronger than the decree: interview with Andrei Klishas // Vedomosti. 2022. December 8. <https://www.vedomosti.ru/politics/characters/2022/12/08/954257-slova-prezidenta-silnee-ukaza> (date of access: 19.04.2023)

blocks of legislation as a response to a changing situation in one direction or another often does not justify itself and each time requires a creative and individual, rather than a template, approach from the law enforcement officer to the choice of the tools and norms of different legal regimes used, which requires active rule-making to fill the gaps that are discovered. This hybrid law enforcement in itself deserves a careful comprehensive study in order to optimize it. This article, exploring the features of hybrid law enforcement in Russia in the 2020s in the field of employment, labor and social protection, opens a discussion in this direction. After all, the reserves of legal matter that had been formed over decades, designed to cope with emerging problems, turned out to be clearly insufficient, as evidenced by the active and urgent creation of new relevant rules.

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