

**AN OPERATIONAL DECENT WORK RESPONSE  
TO THE CRISIS:  
EMERGENCY SERVICES FOR CONSTITUENTS**

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## **An operational decent work response to the crisis**

The global financial and economic crisis has rapidly transformed into a global jobs and decent work crisis. The ILO estimates that up to 50 million jobs could be lost by the end of 2009 since 2007, and that the number of working poor globally could increase by up to 200 million. In addition to direct impact on the people concerned, there is a strong risk that the unfolding situation might further exacerbate the social and political dimensions of the crisis in a number of countries.

Responses to the crisis should include but cannot be limited to coordinated fiscal stimulus to boost aggregate demand and restoring health to the financial system. A third track is necessary to include prominently from the very beginning the labour market and social policy responses to mitigate the impacts on jobs, social protection, while ensuring that social and labour standards are not eroded.

As the crisis broadens and deepens around the world, ILO has received a rapidly growing number of emergency requests from Member States and social partners. The ILO has been put in a “crisis mode”. It has reoriented or is in the process of reorienting its work to respond as effectively as possible to the global challenges facing its constituents. The response includes information sharing, support in rapid impact assessments and action to make relevant tools, approaches and advisory services more readily available.

Based on emerging experiences from around the world, it is clear that the ILO’s Decent Work Agenda provides a very useful framework for policies and actions to counter the current crisis, while also laying the foundations for a more sustainable economic and social model in the future. It effectively combines a complementary set of responses covering employment promotion policies with measures to protect and broaden social protection, while introducing instruments and processes to ensure that labour standards are not eroded. Furthermore, social dialogue is crucial to cope with the challenges of the crisis and should be at the heart of Governments’ plans to alleviate its consequences. The Office expertise with respect to industrial relations, social dialogue and labour law is key in this regard.

The table below has been built with two objectives in mind: (1) to provide a framework based on identified country needs and ILO experience for an operational response to the crisis based on the ILO’s Decent Work approach; and (2) to show that the ILO has many of the tools members states and social partners are demanding in their efforts to respond to the crisis and mitigate its effects.

In the areas presented the ILO has expertise and has put in place Emergency Services to Member States and social partners in both developed and developing countries. The table contains the main services, and the available policy tools for each policy response. Services available range from rapid jobs impact assessments, to impact assessments of national social budgets and social transfer schemes, information sharing on country responses to crisis worldwide and best practices, support in the design of effective policy responses in a number of key areas, strengthening capacity to implement concrete programmes and direct implementation advice through technical teams to give effect to these policies, using a range of concrete ILO tools.

Synergies are being developed with technical projects and programmes implemented by other UN agencies in the spirit of the One UN approach, the Bretton Woods institutions as well as bilateral technical aid agencies operating in the respective countries, to eliminate waste of scarce resources and unnecessary duplication of efforts.

It is our hope that the framework presented in the table further strengthens the national and international resolve to include labour market and social policy responses to the crisis within and beyond the financial and fiscal stimulus pillars. The international community needs a balanced approach that speaks to the needs and hopes of people and that deals explicitly with the social impacts of the crisis.

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Policy Responses	Service by policy area	Policy Tools
<b>I. Fiscal Stimulus Packages and Employment Diagnostics Advice</b>	<ol style="list-style-type: none"> <li>Country Level Rapid Jobs Impacts Assessments</li> <li>Information sharing on crisis response</li> <li>Monitoring of Global and Regional Employment Trend</li> <li>Analysis and advice on fiscal stimulus packages and on fiscal space and policy space to undertake fiscal stimulus</li> <li>Advice and support to reorient employment policy frameworks to promote macroeconomic, sectoral and targeted programmes towards crisis response</li> <li>Policy advice to examine the impact of the crisis and the effectiveness of government policy measures in major sectors</li> <li>Guidelines to promote “green” investments as part of overall stimulus package design.</li> </ol>	<ul style="list-style-type: none"> <li>▪ Rapid labour market assessment methodology</li> <li>▪ ILO website on the crisis <a href="http://www.ilo.org/jobcrisis">www.ilo.org/jobcrisis</a></li> <li>▪ Model for monitoring global and regional trends in employment, vulnerability and working poor</li> <li>▪ Comparative diagnostic of fiscal stimuli in relation to (1) employment and poverty impact, (2) timeframe for roll-out, and (3) institutional /administrative capacity</li> <li>▪ Country analysis and support on policy space for implementing counter-cyclical measures (March-September)</li> <li>▪ Policy Briefs and Guidelines for Emergency Employment and Labour Market response to crisis, for Low Income and Middle income countries based on Global Employment Agenda (GEA) and ILO experience.</li> <li>▪ Analytical tools on employment targeting relative to sectoral policies to address the crisis</li> <li>▪ Country level support to specific sectoral strategies to maintain employment in the context of crisis</li> <li>▪ Analytical tools to identify sectors with strong “green jobs” generation potential (housing, improved resource management at local level)</li> <li>▪ Guidance on the role of social dialogue in the area of socially sustainable development and green jobs.</li> </ul>
<b>II. Emergency employment-intensive public works</b>	<ol style="list-style-type: none"> <li>Advice and capacity-building in design of public works programmes.</li> <li>Support to institutional capacity building and programme implementation.</li> <li>Advice on alternative financing schemes               <ul style="list-style-type: none"> <li>– Networking and mobilising funds with international development organisations, partners and financing institutions</li> </ul> </li> </ol>	<ul style="list-style-type: none"> <li>▪ Employment Impact Assessments of multisectoral investment options</li> <li>▪ Technology choice documentation</li> <li>▪ Employment-friendly procurement Systems</li> <li>▪ Skills matching and development</li> <li>▪ Integrated Accessibility Planning</li> <li>▪ Local Government Capacity Building</li> <li>▪ Community Contracting</li> <li>▪ Local level programmes to improve resource management using employment intensive methods thus promoting “green jobs” creation.</li> </ul>
<b>III. Emergency Enterprise Advisory Services</b>	<ol style="list-style-type: none"> <li>Advice to policy makers and programme developers on tools and approaches for protecting and creating jobs in SMEs</li> <li>Advice to policy-makers and enterprises on tools</li> </ol>	<ul style="list-style-type: none"> <li>• Scaling-up the delivery of ILO SME tools and services by mobilizing the global network of 277 ILO-licensed SIYB Master Trainers and approximately 7,000 trainers in 500 partner organizations world-wide.</li> <li>▪ An MNE Helpdesk will answer questions related to</li> </ul>

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	<p>and approaches for responsible restructuring of sectors and enterprises</p> <p>3. Advice (to governments, employers organizations, workers organizations) on policies to facilitate access to bank finance for SMEs; emphasis on risk sharing mechanisms</p> <p>4. Advice and technical assistance (to governments, employers and worker organizations) to maintain sectoral competitiveness based on decent work and social dialogue.</p>	<p>restructuring and the crisis.</p> <ul style="list-style-type: none"> <li>Policy advise and training programmes on Socially Sensitive Enterprise Restructuring (SSER)</li> <li>Dissemination of good practices in improving access to finance, using as entry point new funds and special credit lines in stimulus packages.</li> <li>Technical cooperation programmes and sectoral action plans.</li> </ul>
<p><b>IV. Emergency Employment and Labour Market Advisory Services</b></p> <p>a) Alternatives to layoffs and support for re-employment and for new entrants to the labour market</p>	<p>1. Short-term courses and on-the-job training to meet skill gaps of the new investment priorities in stimulus programmes (alternative energy, infrastructure, health and education services and green jobs)</p> <p>2. Public-private partnerships, and social dialogue and negotiations to encourage enterprise investment in skill upgrading during periods of slack demand</p> <p>3. Adaptation of training and retraining packages to assist governments, employers' and worker's organizations to address issues of employability, skills enhancement, and other active labour market measures to support adjustment in severe affected economic sectors.</p> <p>4. Job search assistance and placement, and emergency employment (including as linked to unemployment compensation, insurance and benefits);</p> <p>5. Temporary tax and subsidy measures (wage subsidies, temporary tax holidays), including to manage wages policies to protect low-paid formal and informal economy workers during crisis</p> <p>6. Alternative measures to preserve jobs, e.g. adjustments in working hours (including work/job-sharing) and wages</p> <p>7. Targeted attention to new entrants to the labour market.</p>	<ul style="list-style-type: none"> <li>Diagnostic support for skills programme design, and facilitating social dialogue consultations</li> <li>Tools for skills anticipation, including for sectoral restructuring towards "green" growth opportunities (tool under construction)</li> <li>Training using revised material on negotiation, advocacy and labour market information analysis; specialist advisory services to support follow-up.</li> <li>Sectoral guidelines, methodologies and toolkits</li> <li>Guidance on Worker Displacement <ul style="list-style-type: none"> <li>Guidelines for establishing Emergency Employment Services</li> <li>Partnership with WAPES to deliver support to Public Employment Services including advice on alternative financing schemes, legislation and capacity-building of public employment services.</li> </ul> </li> <li>Advisory services</li> <li>Advisory services</li> <li>Programmes to keep young people in education or apprenticeships</li> <li>Employment services in career counselling and school-to-work programmes</li> <li>Know about Business programmes in vocational and general education</li> </ul>
<p>b) Support to self-employed and the informal economy</p>	<p>1. Monitoring impact of crisis on self-employed and informal economy workers</p>	<ul style="list-style-type: none"> <li>Global Employment Trends</li> <li>New information collection efforts in selected countries</li> </ul>

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	<ol style="list-style-type: none"> <li>2. Advice on supporting livelihood and coping strategies especially for the most vulnerable in the informal economy and those displaced from formal wage employment, including facilitating access to start-up capital to laid off workers, including facilitating access to start-up capital for laid off workers.</li> <li>3. Training and post-training support to boost livelihoods and productivity in rural areas - particularly those with high levels of returning urban or overseas workers</li> </ol>	<ul style="list-style-type: none"> <li>▪ Using range of ILO tools and expertise for starting and sustaining the businesses of the self-employed and their livelihoods</li> <li>▪ Advice on design and management of start-up capital funds for laid off workers based on Good practice guide: microfinance for self-employment</li> <li>▪ Microinsurance</li> <li>▪ Reader and policy briefs on the informal economy (forthcoming)</li> <li>▪ Training for Rural Economic Empowerment (TREE) and Local Economic Development (LED) strategies</li> </ul>
c) Emergency Support of Labour Law Reforms	<ol style="list-style-type: none"> <li>1. Information and advisory services on comparative law and practice regulating dismissals for economic reasons</li> </ol>	<ul style="list-style-type: none"> <li>• On-line database of national laws and practice</li> </ul>
<b>V. Emergency advisory services on social protection programmes to respond to and manage the crisis</b>	<ol style="list-style-type: none"> <li>1. Emergency social budgeting exercises (analyse social security systems)</li> <li>2. Identify priority social transfer needs</li> <li>3. Advice on feasibility of new benefit systems</li> <li>4. Actuarial support for financial crisis management of existing social security systems</li> <li>5. Investing in social infrastructure to address intensified work-family tensions, especially for women inc. in informal economy</li> <li>6. Undertake urgent needs assessment in light of emerging OSH issues, including HIV (especially for health workers)</li> <li>7. Schemes for reintegrating migrant workers and their families, including Migrants' Welfare Funds to mitigate impact of crisis on migrant workers and their families in countries of origin</li> <li>8. Access to national experience in crisis management of social security and transfer schemes through web-based technology and helpdesk</li> <li>9. Knowledge base on trends in working life, national policy developments and good practice on crisis management in area of wages and other conditions of work</li> <li>10. Disseminate national best practice on ramifications of crisis for OSH</li> <li>11. Identify effective policy responses to ensure protection of migrant workers and their families</li> <li>12. Compile international good practice on crisis management relating to migrant workers</li> <li>13. Create social floor coalition that consolidates and coordinates action by all UN agencies operating in social sector (WHO, UNICEF, UNDESA, FAO, etc) and possibly major international donor agencies</li> </ol>	<ul style="list-style-type: none"> <li>▪ Emergency country teams composed of HQ and Field and external staff trained in ILO training programmes</li> <li>▪ Establish on-line OSH help desk and national call centres advising workers and employers on safety and health at work in relation to crisis</li> <li>▪ ILO handbook on HIV/AIDS for SMEs, Joint ILO-WHO guidelines on health services and HIV/AIDS</li> <li>▪ ILO Multilateral Framework on Labour Migration</li> <li>▪ Technical cooperation projects</li> <li>▪ Global web platform for the Exchange and Generation of Knowledge in Social Security (GESS)</li> <li>▪ Update report on impact of crisis on wages (Oct 09)</li> <li>▪ Report on Wages in Africa (Dec 09)</li> <li>▪ Policy briefs and information sheets on low pay and childcare</li> <li>▪ Dedicated web-based information centre address:.....</li> <li>▪ Impact studies, online database on good practice in labour migration,, address: .....</li> <li>▪ TC projects</li> <li>▪ Joint country missions providing joint advisory reports</li> <li>▪ Work with UNDAF/CCA/PRSP and DWCP exercises to address crisis and migrant worker issues.</li> <li>▪ Involve UNAIDS and its ten co-sponsors (including the ILO)</li> </ul>

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		<ul style="list-style-type: none"> <li>Joint work with WHO and UNFPA on maternity protection within One UN programmes aimed at improving maternal health</li> </ul>
<b>VI. Rapid diagnostics of social and financial impact of the crisis on social protection</b>	<ol style="list-style-type: none"> <li>Social, legal, actuarial, financial, economic, fiscal diagnostic analysis of crisis effects through analytical tools for existing national security systems</li> <li>Support constituents in evaluating impacts of economic crisis on working life (wages, low pay, working time, work and family), identifying inter-connections with other crises such as food crisis and HIV/AIDS, and identify effective policy responses</li> <li>Rapid assessment of crisis impact on national OSH management systems</li> <li>Support rapid provision of protection to workers in formal and informal economy against occupational hazards</li> <li>Support constituents in monitoring and evaluating impacts of economic crisis on migration flows and social protection of migrant workers</li> </ol>	<ul style="list-style-type: none"> <li>Social Protection Expenditure Reviews (SPERs)</li> <li>Social Budget Models</li> <li>Simplified model for costing essential social transfers</li> <li>Poverty impact assessment model</li> <li>Actuarial models</li> <li>Survey and policy analysis tools</li> <li>ILO code of practice and training manual on HIV/AIDS. ILO-UNAIDS-IOM policy brief on migrant workers and HIV/AIDS, supported by annual rapid assessments</li> <li>Promote ILO Standards</li> <li>Simplified analytical model to support and promote national occupational safety and health system during crisis,</li> <li>Rapid assessment tools, survey and policy analysis tools, TC projects on labour migration</li> </ul>
<b>VII. Emergency mode capacity-building for social protection</b>	<ol style="list-style-type: none"> <li>Training to improve constituents' capacity to better evaluate the social protection impacts of crisis and develop more effective policy measures</li> <li>Financial literacy programmes for social security managers in Africa and Latin America</li> <li>New emergency online courses to rapidly adapt skills to crisis and emergency management</li> <li>Improved HIV/AIDS labour and workplace policies</li> </ol>	<ul style="list-style-type: none"> <li>ILO Turin Centre training programmes, national/regional workshops, OSH training package and checklist for safe maternity at work, etc.</li> <li>Use global network of universities engaged in social security training</li> <li>Advisory services and TC projects on HIV/AIDS</li> </ul>
<b>VIII. Emergency support to social dialogue and industrial relations</b>	<ol style="list-style-type: none"> <li>Facilitation of tripartite social dialogue on policies and measures to mitigate the adverse effects of the crisis at global, regional, national, sectoral and local levels to design and implement anti-crisis measures.</li> <li>Capacity building of social partners and governments to strengthen social dialogue and collective bargaining/ negotiation skills in specific sectors and public services particularly hit by the crisis.</li> <li>Promotion of industrial relations conducive to finding mutually acceptable solutions at enterprise level.</li> <li>Advisory services on industrial conflicts and dispute resolution</li> </ol>	<ul style="list-style-type: none"> <li>Global / regional/ national tripartite meetings; global dialogue forums; technical tripartite workshops and tripartite experts meetings</li> <li>Analysis of key features of national social dialogue</li> <li>Survey of comparative practices related to the crisis (permanent database) address: ....</li> <li>Targeted sectoral capacity building and training programs.</li> <li>Training using revised material on negotiation, advocacy and labour market information analysis; specialist advisory services to support follow-up</li> <li>Training package on negotiating skills.</li> <li>Training package on mediation and conciliation</li> </ul>
<b>IX. Emergency support to Labour</b>	<ol style="list-style-type: none"> <li>Audit of and advice to labour administration services particularly involved in adoption and implementation of crisis-related measures, such as</li> </ol>	<ul style="list-style-type: none"> <li>Audits, action plans to address labour administration's tasks related to the crisis, e.g. increase of undeclared or illegal work</li> </ul>

Policy Responses	Service by policy area	Policy Tools
<b>Administration, especially to Labour Inspection</b>	ministries of labour, labour inspection and public employment services	<ul style="list-style-type: none"> <li>• Rapid assessment of national inspection systems</li> <li>• Comparative study and guidelines on labour administration machinery dealing with collective dismissals</li> <li>▪ Guidelines on the role of labour inspectors during the crisis.</li> </ul>
<b>X. Prevent erosion of ILO core principles and standards during crisis</b>	<ol style="list-style-type: none"> <li>1. Advice and support based on compendium of ILO instruments and provisions most directly relevant to the crisis to ensure that social and labour standards are not eroded during the crisis.</li> </ol>	<ul style="list-style-type: none"> <li>▪ The ILO's technical assistance for application of fundamental principles and rights at work</li> <li>▪ Ratification of Conventions and supervisory processes to ensure States' commitments and observance of rights at work</li> <li>▪ Decent work country programmes to integrate coherent practical measures</li> <li>▪ Tripartite dialogue on all social and labour issues</li> <li>▪ Dialogue between ILO and other actors in the multilateral system in order to achieve coherence and respect in regard to the instruments and protect rights especially of most vulnerable workers and their families in time of crisis</li> <li>▪ Training programmes on ILO standards and their application and monitoring.</li> </ul>