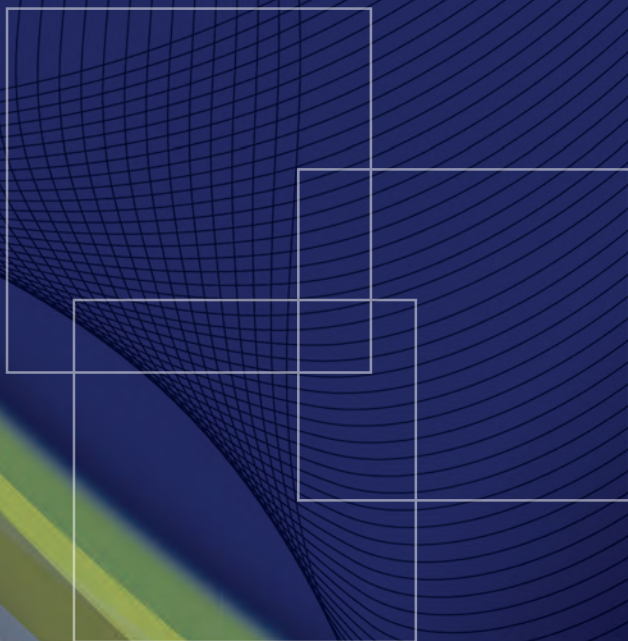




International
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ILO support to countries committed to an integrated application of The Global Jobs Pact



ILO support to countries committed to an integrated application of the Global Jobs Pact

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1. The damage to employment created by the financial and economic crisis has caused hardship to many working women and men, families and communities, and worsened poverty. Recognizing that any recovery will not be sustainable unless decent and productive jobs are created and maintained, the Global Jobs Pact, adopted by the International Labour Conference in June, 2009 contains a portfolio of policies to promote jobs, protect people and re-balance policies in line with a more sustainable and inclusive future, based on the Decent Work agenda and a fair model for globalization. It is a framework for the period ahead and a resource of practical policies for the multilateral system, governments, workers and employers that will enable each country to formulate a policy package for a sustainable recovery.

2. Since the crisis started, the ILO has been responding to requests for technical assistance from member states in their crisis response and recovery policies and programmes. This support has been organized around specific crisis-related policy measures as prioritized in Decent Work Country Programmes. It has involved all the areas of the decent work agenda: employment, social protection, international labour standards, social dialogue, and gender analysis.

3. As the impact of the crisis on employment and labour markets deepened in the second part of 2009, a number of member states requested support from the ILO to develop a more integrated set of crisis response and recovery policies based on the Global Jobs Pact. These member states expressed interest in developing a “National Jobs Pact”, not only as an effective crisis response and recovery strategy, but also as a framework for an employment-centred development model that maximises decent job creation and sustainable enterprises.

4. This document describes the broad approach being adopted by the ILO to respond to the above types of requests and provides examples of its application. It is provided as a knowledge-sharing tool that may inspire others in launching similar national tripartite efforts.

5. The broad approach adopted by the ILO to support its constituents in applying the Global Jobs Pact in an integrated manner is characterized by being based on:

1. A clear request for assistance from a member state interested in applying the Global Jobs Pact in an integrated manner covering all aspects of the Pact.
2. A strong commitment to genuine tripartite social dialogue, including a commitment to capacity building of constituents,
3. Agreement that the ILO will undertake an integrated review of possible crisis response and recovery measures based on the principles and complete framework of policy measures provided by the Global Jobs Pact - Global Jobs Pact Country Scan (See annex)
4. A national tripartite policy dialogue and setting process that results in a well prioritized roadmap for additional national policy responses, and potential additional ILO support, through all ILO means of action (standards, technical cooperation etc).

6. The ILO's approach does not replace or delay ongoing work but rather builds on these efforts and is typically considered to be in five (5) phases, as described below.

Initial consultations and planning

7. After receiving a request for assistance, this phase involves consultations with a broad range of relevant government ministries and social partners to agree on a process, which is adapted to national circumstances, and previous crisis response policies and programmes.

8. This may involve a joint Field-HQ mission and should include tripartite meetings. During this phase, it is expected that presentation/s of the Global Jobs Pact be made to the ILO constituents, UN Country Team and other relevant international agencies.

Illustrative examples

El Salvador – The government of El Salvador and social partners, requested assistance from the ILO to use the Global Jobs Pact as a tool to strengthen the recovery policy measures and lay the foundations for a higher, more sustainable and inclusive growth path. They especially requested assistance in the areas of employment, social protection, labour standards and social dialogue, including the gender equality dimension.

A high-level mission was conducted in February 2010, led by José Manuel Salazar-Xirinachs, Executive Director of the ILO Employment Sector and Virgilio Levaggi, Director of the Decent Work Team, Central America, Haiti, Panama and the Dominican Republic. During the mission, meetings took place with senior government officials and leaders of employers' and workers' organizations. Following the mission, President Mauricio Funes of El Salvador endorsed the Pact in his speech held at the International Workers Day. The President called upon his Government and the Ministry of Labour to support the Jobs Pact and seek appropriate means to be used in its timely implementation.

Indonesia – Following a request from the Government of Indonesia to discuss and consider the relevance of the Global Jobs Pact to Indonesia, representatives of ILO's tripartite constituents in Indonesia met on the 18th February 2010. The organizations participating at this meeting

included: National Development Planning Agency, Ministry of Manpower and Transmigration, Coordinating Ministry of Economic Affairs, Employers' Association of Indonesia, and the four major trade union confederations. The meeting concluded that:

- The Global Jobs Pact be adapted specifically to the needs of Indonesia in the form of the Indonesian Jobs Pact
- The development of the Indonesian Jobs Pact be based on the commitment and engagement of employers and workers for joint action with the Government; and
- The Indonesian Jobs Pact be developed in accordance with and to give support to the Government's National Medium Term Development Plan

Jordan – In February 2010 Mr. George Dragnich, Executive Director of the Social Dialogue Sector, led a mission to Amman to discuss the possibilities for the new Jordanian Government to use the Global Jobs Pact to strengthen employment creation and Decent Work. The preliminary results of the study on «Impact Appraisal of Crisis in Jordan», which included gender analysis, initiated in November 2009 were also discussed during the mission and as a result, the Global Jobs Pact Country Scan for Jordan was initiated.

Bulgaria – The government requested technical expertise from the ILO to help mitigate the worst effects of the crisis on the labour market. Subsequently, a high-level mission led by Mr. Kari Tapiola was conducted in February 2010. Through this mission, it was agreed to examine the employment social protection consequences of the economic crisis using the Global Jobs Pact framework. Subsequently, the government has requested assistance from the ILO to engage with government ministries and representatives of employers' and workers' organizations to (a) review their programmes and (b) to provide follow-up policy advice and technical assistance. Specific areas in which ILO assistance has been requested includes, macro-economic reforms to create jobs, and the extension of social protection and pension reform. In addition, agreement has been reached to complete the GJP Country Scan.

Preparation of the Global Jobs Pact Country Scan

9. The Global Jobs Pact Country Scan is prepared by the ILO and made available to constituents as an input into their national policy dialogue and setting processes. It examines the country situation and policy responses “through the lens” of the Pact. It has three broad parts:

Part I: Overview of crisis impact on Decent Work in the country

Part II: Description of crisis response and recovery policies

Part III: Shaping a fair and sustainable globalization

An executive summary will be added to the final version of the document.

10. The annex of this document contains the guidelines used by the ILO to prepare the Global Jobs Pact Country Scan.

Illustrative examples

El Salvador – The ILO's Decent Work Team, Central America, Haiti, Panama and the Dominican Republic in San Jose with the assistance from ILO Geneva, produced a Global Jobs Pact Country Scan, which describes the impact of and policy responses to the economic and financial crisis in El Salvador.

Using the final Country Scan as one of the inputs, a tripartite committee has submitted a proposal for the Social and Economic Council to establish priority areas for a national Jobs Pact.

Indonesia – The ILO Jakarta Office produced the first draft of the Global Jobs Pact Country Scan. The draft document was used in the capacity building events organized for the workers' and employers' organizations (see Phase 3).

This draft Country Scan has been circulated throughout the ILO for additional inputs and the ILO's Decent Work Team in Bangkok undertook a multidisciplinary mission to Indonesia to finalize the Country Scan and present it to the National Jobs Pact Steering Committee.

Ongoing capacity building support for national constituents

11. Continuous technical support is provided to constituents so they are better prepared to participate in the agreed national policy setting institutions and processes. For Workers' and Employers' organizations, this support is provided through ILO's Bureaux for Workers' (ACTRAV) and for Employers' (ACT/EMP) Activities. During this phase, the Global Jobs Pact Country Scan can be used as a key resource.

Illustrative example

Indonesia – An important factor contributing to the progress of the work in Indonesia has been the engagement of the workers' and employers' organizations.

The Employers' Association of Indonesia hosted a meeting in April 2010, with representatives of provinces from around the country to discuss the Indonesian Jobs Pact and the employers' position. The participants reiterated their support for the Pact and made a number of suggestions, as to which issues they felt should be addressed in the agreement. Participants called for, among other things, an improvement in the investment climate, a reduction in bureaucracy, and efforts to improve education and training and increase the share of skilled workers in the Indonesian labour market.

Similarly, the four leading trade union confederations in Indonesia hosted a workshop in March to discuss their inputs and suggestions for the Indonesia Jobs Pact. Through this meeting, they developed a common position paper to submit as their input to the Pact. Their identified key issues included, respect for workers' rights, compliance with labour standards, reform of global financial system, addressing the needs of migrant workers, improve social dialogue, protection for informal workers and migrant workers, establish credible, high quality tripartite agencies, increase availability of training and skills development, and equal

distribution of income within the community.

Furthermore, gender equality was recognised as an important crosscutting concern.

They also elected their spokesperson - a woman - to the national tripartite Steering Committee.

The ILO Regional Workers' and Employers' Specialists with the support of the ILO Liaison Officers in Jakarta have been leading this support.

National tripartite dialogue to develop a road map for action

12. This phase builds on existing or newly created tripartite institutions and policies and involves government and workers' and employers' organizations working collectively to identify all measures needed for an integrated crisis response, design national priorities and stimulate action to overcome the crisis and a sustainable recovery. This work needs to include a broad range of government ministries. Most countries already have crisis response policy packages and the ILO's approach is to support and extend these institutional frameworks and policies to get a more comprehensive response.

13. The expected outcome of this phase is a national crisis response and recovery policy launched, along with a national implementation and financing plan. The Global Jobs Pact Country Scan and the outcomes of the capacity building programmes can be used as input to this process.

Illustrative examples

South Africa –Through the National Economic, Development and Labour Council (NEDLAC) a tripartite supported National Framework Agreement (NFA) was developed to tackle the negative impact of the crisis. The South African Framework Agreement is very aligned with the Global Jobs Pact. It strongly supports the decent work agenda as well as promoting job retention and job creation. The broad principles governing the agreement are directly linked to taking active steps in dealing with “the vulnerable and their jobs” with several interventions targeting youth, women and people with disabilities, and secondly “to ensure that all of the activities are aimed at strengthening the capacity of the economy to grow and create decent jobs”.

ILO's assistance is to support the government and social partners to implement their Agreement. A number of areas have been highlighted for possible ILO engagement including maximising the employment impact of public investment, green jobs, strengthening the employment content of industrial policy and sectoral strategies and enhancing the dissemination, monitoring and evaluation of the tripartite framework agreement.

Indonesia – Established a tripartite Steering Committee to provide oversight in the development of the Indonesian Jobs Pact. The Committee consists of two representatives from the Government, one representative from the four Trade Union Confederations, and one representative from the Employers' Association of Indonesia.

The Vice President's Office hosted a preparatory meeting for the Steering Committee on May 17th, 2010. In this meeting, the creation of the Indonesian Jobs Pact was formally endorsed and in addition, a National Jobs Summit was proposed for the finalization and launch of the Pact. The Steering Committee will be supported by a number of technical Working Groups during the drafting of the Pact. The members of the Working Group will consist of 24 women and men, with 6 people assigned to each of the agreed four priorities comprising 2 representatives for each constituency per priority, and relevant government ministries.

Follow-up technical assistance, resource mobilization, and impact monitoring

14. The ILO will continue to support the national processes through targeted technical assistance and capacity building support. This work will form the foundation of any revision or updating of Decent Work Country Programmes, ILO work planning and re-prioritization of current resources. The ILO will also facilitate and promote cooperation with other international development organizations in support of national Jobs Pacts based on a tripartite approach.

Illustrative examples

El Salvador – On the 20th to 21st May 2010, Mr Alexander Segovia, the Technical Secretary to the El Salvadorian President, visited the ILO to identify practical ways in which the ILO can assist the El Salvador Government and social partners in their crisis response efforts and thus lay the foundation for sustainable recovery. During his visit, Mr. Alexander Segovia, met with ILO Director-General Juan Somavia and senior experts in the areas of employment and enterprise development, social protection, labour standards, social dialogue and gender equality, to identify practical ways for the ILO to support the El Salvador government and social partners in applying the Jobs Pact. Following this meeting, a work plan prioritizing technical support to El Salvador is being prepared.

Indonesia –The Tripartite Steering Committee held its first formal meeting on May 21st, 2010. Among the outcomes of the meeting was an agreement on priority areas for the Indonesian Jobs Pact, including: employment creation, improving industrial relations, improving social security coverage for women and men and improving labour productivity.

The Steering Committee is seeking technical support from the ILO and other international development partners (E.g. United Nations Development Programme (UNDP), The World Bank and German Technical Cooperation (GTZ)) to develop the Jobs Pact and its associated policies

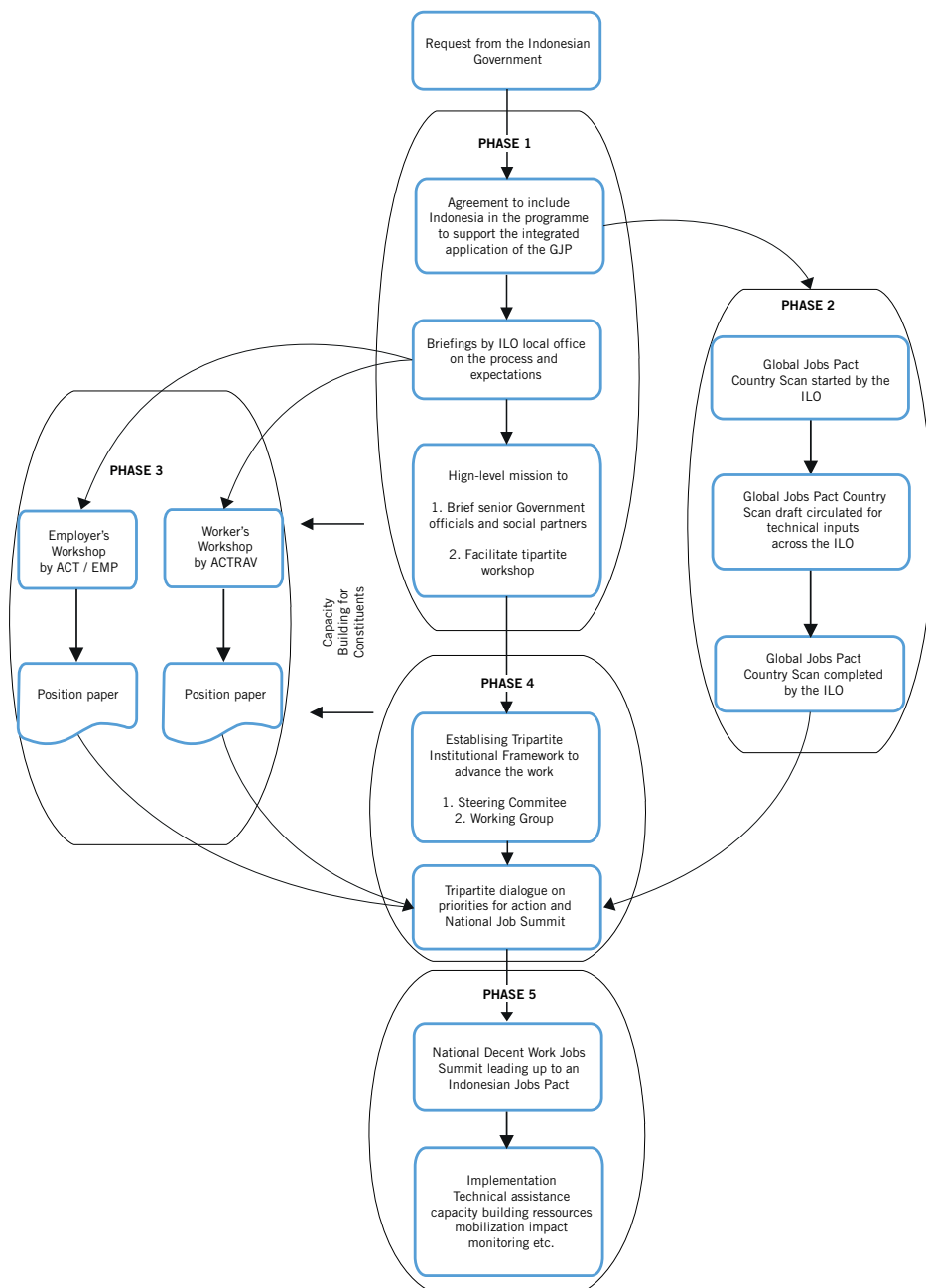
and programmes. The Steering Committee is considering scheduling a National Jobs Summit in November 2010 to launch the Indonesian Jobs Pact.

This year, the ILO is updating the Decent Work Country Programme for Indonesia, and the above work will form the foundation of this revision.

Applying the approach in a flexible manner

15. The support applied by the ILO is intended to be flexible and not replace or delay on-going efforts already being provided by the ILO, or any other development partner. In this sense, the approach builds on and reinforces ongoing national efforts to respond to the crisis. Furthermore, as the Global Jobs Pact posits recovery as an opportunity to shape new gender equality policy responses, the design, implementation and monitoring of results must integrate gender concerns.

16. Each country will need to develop its own national tripartite process, while maintaining the principles that underpin the Global Jobs Pact, including the need for genuine representation of bona fide social partners. As an example of how the various phases (1-5) can be combined, the diagram below shows how the process is being applied in Indonesia.



ANNEX:

ILO guidelines for preparing the Global Jobs Pact Country Scan

1. Content of the Global Jobs Pact Country Scan

The Global Jobs Pact Country Scan document will provide a description of the impact of the crisis in the country, and a detailed description of the policy responses using the GJP portfolio as a checklist. It looks at the country situation and policy responses “through the lens” of the Pact.

The Global Jobs Pact Country Scan has three essential parts:

Part I : Overview of crisis impact on Decent Work in the country

This part of the Global Jobs Pact Country Scan provides an evidence-based summary of the impact of the crisis on the economy, employment (quantitative and qualitative aspects) and the labour market, including using decent work indicators, where available.

It provides the background and trends to better understand the subsequent policy mapping and may consist of the following subsections:

1. Impact on major macroeconomic variables
2. Impact on the real economy – key sectors affected and regional differences
3. Impact on labour market and employment
4. Impact on systems for social protection
5. Impact on wages and working conditions
6. Impact on labour standards, including freedom of association and the right to collective bargaining

Key sources of data: national statistics, studies by national and international organizations and academics, and reports of ILO supervisory bodies. Sex disaggregated data should be used when available.

This part of the scan could also include a short description of important knowledge gaps that exist in understanding the impact of crisis which need to be filled for improved policy-making.

Part II : Description of crisis response and recovery policies

This is the most important part of the Global Jobs Pact Country Scan. It's main purpose is to provide detailed and systematic information of the crisis response and recovery policies undertaken by the country. The Global Jobs Pact is used as the organizing framework and the questionnaire considers the following four key policy areas of the Global Jobs Pact, namely:

- A.** Accelerating employment creation, jobs recovery and sustaining enterprises
- B.** Building social protection systems and protecting people
- C.** Strengthening respect for international labour standards
- D.** Social dialogue: bargaining collectively, identifying priorities, stimulating action

A questionnaire for completing this part of the Scan is at the end of this Annex. For each policy measure in the questionnaire (at the level of numbers 1a, 1b, 2, 3, 4a..., etc not general areas A, B, C) the SCAN should obtain the relevant information to answer the following five questions for each measure and produce a document that answers these five questions for each measure:

- 1)** As a response to the crisis, has the country started, expanded or modified policies or measures in this area? If yes, describe.
- 2)** What has been the impact (quantitative and/or qualitative) of the measure (s) in this area? Has there been a debate about its effectiveness?

- 3) Has one or more international organizations supported the government in implementing the measure (s)?
If yes, which ones?
- 4) Has the ILO been involved in supporting the government?
If yes, describe.
- 5) Is there further interest by the government or social partners in further involvement of the ILO in supporting them in this policy area? If yes, describe.

In answering the above questions, the scan must take account of the impact of the crisis on women and men, and the extent to which gender concerns are integrated into the measure, including the involvement of women in the crisis response design and implementation.

Finally, for each key policy area, a section should be included if there are additional measures identified not listed below. Note also that countries are not expected to implement all the crisis response measures described the Global Jobs Pact, so the answer to question 1 above can be **NO**. However, the scan team should make sure that the entire “checklist” of the Pact is reviewed. That is why this exercise is called “country scan”! In addition, the Scan is circulated in ILO’s Headquarters and Regional Offices for additional inputs and perspectives that may not be available to the field team.

Part III : Shaping a fair and sustainable globalization

This part of the Country Scan is based on Section IV of the Global Jobs Pact. It recognized that the inseparable, interrelated and mutually supportive nature of the four strategic objectives in the Global Jobs Pact is increasingly looked to, not only as an effective crisis response and recovery strategy, but as the framework of a new social and economic development paradigm, characterized by employment-centred and income-led growth with equality¹.

Thus this final part of the Global Jobs Pact Country Scan examines and provides recommendations on how national policies can contribute to shaping a fair and sustainable globalization. In particular, this part of the document examines the following policy areas, and includes gender equality as a cross-cutting issue:

- Policy coordination, coherence and cooperation between government ministries.
- Policies that promote efficient and well-regulated trade, and markets that benefit all and avoid protectionism. Varying development levels of countries must be taken into account in lifting barriers to domestic and foreign markets.
- Policies, including industrial policies, that enhance economic diversification by building capacity for value added production and services to stimulate both domestic and external demand;
- National supervisory and regulatory framework for the financial sector, so that it serves the real economy, promotes sustainable enterprises and decent work and better protects savings and pensions of people.
- Policies that contribute to building adequate social protection for all, drawing on a basic social protection floor including: access to health care, income security

¹ Report of the Committee for the Recurrent Discussion on Employment, International Labour Conference, 99th Session, Geneva, June 2010

for the elderly and persons with disabilities, child benefits and income security combined with public employment guarantee schemes for the unemployed and working poor;

- Policies that ensure that young women and men have the appropriate education, skills and opportunities to participate in the economy.
- Policies that address informal employment, in urban and rural areas, and promote the transition to formal employment in order to reduce inequalities and promoting more inclusive economies.
- Policies that facilitate shifting to a low-carbon, environment-friendly economy that helps accelerate the jobs recovery, reduce social gaps and support development goals and realize decent work in the process.
- Policy measures, such as minimum wages, that can reduce poverty and inequality, increase demand and contribute to economic stability.
- Strategies to create fiscal space to put in place systematic, well-resourced, multidimensional programmes to create decent work opportunities and sustainable enterprises.

2. Questionnaire for completing Part II of the Global Jobs Pact Country Scan

The following questionnaire is based on the Global Jobs Pact, and includes the policy areas that must be considered when completing this part of the Country Scan. It is essential that when collecting and analysing this information, that additional information needed for Part II of the Scan is also collected. This includes consideration of the inter-relationships between the different policy area.

A. Accelerating employment creation, jobs recovery and sustaining enterprises

- 1) Measures to boost effective demand and helping maintain wage levels through including macro-economic policies such as:
 - a. Monetary policy, e.g., quantitative easing and credit expansion,
 - b. Fiscal policy, e.g., stimulus packages,
 - c. Social stabilizers.
- 2) Investment in infrastructure, public services, green production, and R&D: (If any of these measure please specify: Volume/com position; Employment criteria; Green criteria and components)
- 3) Protection of employed workers through employment retention measures through well-designed schemes implemented through social dialogue and collective bargaining. These could include work-sharing and partial unemployment benefits
- 4) Help workers find employment through active labour market measures like:
 - a. Public employment services;
 - b. Job orientation measures;
 - c. Special youth employment measures;
 - d. Incentives/subsidies to hire;
 - e. Skills development, skills upgrading and re-skilling to improve employability;
 - f. Entrepreneurial skills development programmes.
- 5) Address youth unemployment through the provision of vocational and technical training and entrepreneurial skills development

- 22
- 6) Other targeted programmes such as public employment guarantee schemes, emergency public works, and other direct job creation schemes;
 - 7) Support to public and private enterprises (including cooperatives) and micro-entrepreneurs through measures like:
 - a. credit facilities, access to credit, guarantees;
 - b. Payment facilities;
 - c. Access to public tenders;
 - d. Subsidies of various sorts (non-wage labour costs, export credit facilities);
 - e. Facilities for training programmes, skills development, upgrading and re-skilling;
 - f. Special measures for SMEs, micro-enterprises, and cooperatives;
 - g. Tax reductions;
 - h. Supportive regulatory environment conducive to job creation through sustainable enterprises.
 - 8) Support job creation across sectors of the economy, recognising the value of the agricultural sector and the need for rural infra-structure, industry and employment

B. Building social protection systems and protecting people

- 1) Cash transfer schemes.
- 2) Building adequate social protection for all, drawing on a basic social protection floor.
- 3) Extending duration and coverage of unemployment benefits.

- 4) Ensuring the long-term unemployed stay connected to labour market.
- 5) Providing minimum benefit guarantees in countries with inadequate funding.
- 6) Measures to improve pension fund design to protect workers' savings.
- 7) Providing adequate coverage for temporary and non-regular workers.
- 8) Helping vulnerable groups most hard hit by a combination of income support, skills development and enforcement of rights to equality and non-discrimination.
- 9) Measures to avoid deflationary wage spirals through social dialogue, collective bargaining, statutory or negotiated minimum wages.
- 10) Measures to regularly review and update minimum wages.
- 11) Measures to ensure that negotiated wage rates in procurement contracts are respected.
- 12) Measures to narrow gender pay gaps.
- 13) Measures for domestic and international migrant workers migrant workers, protection and support in receiving countries, or measures ensuring the protection of migrant workers in the case of return.

C. Strengthening respect for International Labour Standards

- 1) Increase vigilance to achieve the elimination and prevention of an increase in forms of forced labour, child labour, trafficking, and discrimination at work.

- 2) Measures to increase the respect for freedom of association, the right to organize, and the effective recognition of the right to collective bargaining.
- 3) Measures that recognise the relevance of international labour Conventions and Recommendations. These include ILO instruments concerning employment policy, wages, social security, the employment relationship, the termination of employment, labour administration and inspection, migrant workers, labour conditions on public contracts, occupational safety and health, working hours and social dialogue mechanisms.
- 4) Measures to promote the application of the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy, including to enterprises in the supply chain

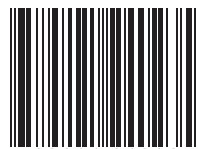
D. Social dialogue: identifying priorities, stimulating action, bargaining collectively

Social dialogue is vital especially in times of heightened social tensions. This constitutes a strong basis for building commitment of employers and workers to the joint action with governments needed to overcome the crisis and for a sustainable recovery.

- 1) National agreement through tripartite social dialogue.
- 2) Collective bargaining agreements at all levels.
- 3) Tripartite monitoring mechanism of policy implementation.
- 4) Strengthen capacities for labour administration and labour inspection.
- 5) Have the social partners been involved in shaping and implementation of crisis response measures?



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