













Czechia:

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

- Groups targeted by policies: employees in general, partially employees in flexible work arrangements and self-employed, parents with young kids, tenants, first-line workers incl. retail workers, retired, solo-parents, employees in hit sectors (tourism, culture..)
- Groups identified in the interviews: employees in general, employees 50+, employees in retail, disabled, solo-parents, people in unstable housing, unemployed, parents, agency workers, indebted workers
- A bingo result: employees, solo-parents, parents with young kids, tenants
- Groups not targeted by the policies: partially flexible work arrangements, employees 50+, agency workers and foreigners, unemployed

POLICIES

- The most appreciated was kurzarbeit (a retention scheme for employees and employers)
- Trade unions successful policies: improvement of WC of disabled, inflation increases mechanisms demanded and introduced and kurzarbeit
- Unsuccessful: labour protection of Ukrainian refugees, support in unemployment
- Employers: cooperated on protective measures and appreciated kurzarbeit
- Many policies set outside social dialogue and without SP consultations (flexible workers protection, parents)
- Some policies not introduced (support of solo-parents)
- Many policies remained temporary (e.g. Kurzarbeit)

ROLE OF SOCIAL DIALOGUE

- Social partners were involved in discussions about policy measures from the begining
- SD temporarily enhanced, in Covid tripartite was a platform for policy proposals and discussions
- Dominant was cooperation of social partners on the issues of protective measures and kurzarbeit
- Some evidence of erosion of social dialogue (at the company level) because of the distance protection measures (higher age and ability to go online)

LESSONS

- Majority of policies temporary (e.g. Kurzarbeit is aimed to be long term tool but not approved yet)
- Low trade union density: limited number of vulnerale groups represented by social partners, mostly thouse got attention in policy making
- Lack of voice: Unrepresented groups either did not attained special attention at all (agency workers, foreigners) or partially through media engagements (flexible workers, solo parents)
- Role of NGOs and media: replaced trade unions in articulation of needs of vulnerable groups (soloparents, foreigners, flexible workers)
- No long-term enhancement of social dialogue: at the tripartite level still more dependent on the government

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Germany

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

- Workers in industries strongly affected by pandemic (decrease in sales/turnover; health risks)
- Workers in atypical employment forms not covered by existing protective schemes
- Working parents, due to long closure of schools and child care facilities
- Apprentices, as school-to-apprenticeship transitions hampered by plant closures and working from home
- Migrant workers (circular migration) in agriculture, meatprocessing industry, live-in care workers
- No general consensus or even discussion about which group is affected most by pandemic/most vulnerable.

POLICIES

- Expansion of short-time work most important
- Financial support for companies affected by turnover decline
- Expansion of social assistance schemes (e.g. self-employed)
- Measures for working parents (direct payment; paid sick leave)
- Stabilization of the number of apprenticeships (direct payments)
- Improved regulation of working conditions for migrant workers (housing, agriculture, meat processing industry.
- Activities of state in wage setting (premia, tax exemptions for premia)
- No policies targeting the protective gaps of minijobs

ROLE OF SOCIAL DIALOGUE

- Stronger role of the state in tackling protective gaps for vulnerable groups
- Partly unilateral decision making by the state, partly using existing platforms for social dialogue
- For apprentices, temp agency workers and migrant workers a tripartite social dialogue was key to find policy solutions.
- More dialogue between state and social partners with regard to migrant workers
- Bilateral collective agreements topped up government schemes (topping up short-time work replacement rate; wage premia)
- Even with different goals of the stakeholders in details, in general the core problems were identified and solution developed on a rather consensual basis. In some cases more controversial discussions

LESSONS

- In general, in the Corona pandemic, the problems of vulnerable groups have become more pronounced, or at least got more public attention.
- As a general rule, lobbying activities and consultation of social partners in the legal decision making process are extensive in Germany. The pandemic has increased the frequency of consultations, but not fundamentally changed this.
- Policies in pandemic have addressed longstanding problems for vulnerable groups. These policies partly contributed to sustainable improvements (e.g. housing of migrants; meat processing industry), but partly only brought about marginal / temporary improvements (apprentices), partly no changes at all (minijobs).
- Longer trend towards 'hybridisation' of wage setting (e.g. minimum wages, wage premia)?
- Re-regulation of labour market after de-regulation in the 1990s/2000s?

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Serbia:

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

- Vulnerable groups according to LFS and/or administrative data: Young, informally employed, workers, workers with fixed-term contracts, selfemployed, workers in Administrative and support service activities and Travel agency activities, tour operators, reservation services and related activities, and low-educated workers.
- Vulnerable groups highlighted by the actors of SD and other interlocutors – some overlaps, some differences: Workers hired through atypical and informal contracts, agency workers, Healthcare workers, workers in Retail, and Tourism and hospitality, Women, parents with young kids.

POLICIES

- Job retention scheme: Flat-rate payment to the private sector firms for each full-time employee (1) a minimum wage for self-proprietors, micro and SME; (2) half of the minimum wage for large companies.
- Postponement of the labour tax collection
- Additional assistance to companies in vulnerable sectors: hoteliers, travel agencies, and bus carriers.
- Universal unconditional financial assistance for all adult persons
- Additional assistance for different population groups (pensioners, youth, and registered unemployed).

ROLE OF SOCIAL DIALOGUE

- The Government played a dominant role in social dialogue, especially during the state of emergency. The first and most generous aid package was adopted without any involvement of the social partners.
- The topics changed over the course of the pandemic. Preserving jobs and improving health and safety at workplaces were two top priorities for unions at the start. At the later stage, the emphasis shifted toward the negotiations over pay.
- However, the involvement of the social partners was mainly at a consultative level or less than that
- The health and safety field was one of the rare examples of cooperative relations between the tripartite actors.

LESSONS

- Minimum wage subsidies greatly mitigated the intensity of the overall blow to the labour market, but by protecting primarily formal employees. They had ambivalent and differentiated effects on wage and income inequality
- The balance of power among SD actors did not change during the pandemic.
- Solidaristic values got temporarily more prominent but this did not last post-pandemic
- The most vulnerable workers are among those without a stable employment contract, which effectively prevents them from becoming union members.
- In the future, unions need to pay more attention to these groups, to create strategic alliances with their existing organizations or help with their resources and experience them to self-organize.

Presented by

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FINLAND

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

- Stakeholders agreed that private sector service workers were particularly vulnerable in the labour market (restaurant, entertainment and hospitality industries)
- Traditional vulnerable groups identified: low-income households, youth, people in precarious work, migrants and self-employed
- Persons and family members of those with underlying medical issues / elderly (higher risk of severe Covid-19 - risk groups needed to be protected)

POLICIES

- Social partners proposed a joint package with 16 policies that aimed at reducing job losses, increasing the flexibility of labour legislation, and improving social security measures for employees who were temporarily laid off.
- Cancellation of unemployment allowance deductible period in the case of temporary layoff or dismissal (usually limited to 300-500 days)
- Self-employed temporarily received labour market subsidy while being able to continue work
- State-funded unemployment security during the waiting period — legislation cancelled the five-day waiting period without unemployment insurance.

ROLE OF SOCIAL DIALOGUE

- Strong social dialogue structures and networks led to social partner initiative \rightarrow trade unions and employers' organisations presented jointly agreed measures to government
- Government urgency in dealing with pandemic led to rushed and lessened social dialogue with other social partners \rightarrow social partners in an adversarial position with government concerning pandemic policy
- Role of social dialogue minimal in the case of Finnish Commerce Federations \rightarrow vital information concerning sector not shared from government to union
- Social dialogue led to covid-19 vaccine distribution decentralisaion to occupational healthcare \rightarrow higher rates of vaccinations among working adults

LESSONS

- Networks and social dialogue structures generally work in Finland, and they need to be upheld
- Strong social security measures need to be in place before a crisis.
- Government information dissemination during a crisis needs to be active and less scattered. Language barrier should be tackled.
- Pandemic risk assessments need to consider the impact of a prolonged pandemic and potential full societal impacts.
- Cooperation and joint proposals made by trade unions and employers' organizations is an efficient way for social dialogue - to get the voices heard by the government.
- If the right to work is restricted, stronger social security measures need to be put in place to compensate for the loss of the right to work for vulnerable groups.

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Italy

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

- Seasonal workers
- Temporary agency workers
- Coordinated and continuous collaborations
- Self-employed VAT holders and fake VAT holders
- Beneficiaries of the Italian citizenship income
- Workers with pathological illnesses and\or disabilities
- Workers with poor professional heritage
- Foreign workers, young people and women

POLICIES

- Stop of layoff
- Short-time work schemes
- Health and Safety Protocol
- Exceptional health surveillance for workers most at risk on the basis of conditions such as immunodepression, covid pathologies, oncological pathologies
- Remote working
- Lump sum transfers to different categories of workers in various sectors

ROLE OF SOCIAL DIALOGUE

- SD improved where it was already mature, where labour relations were not strong there was no progress
- The highest point of social dialogue during the pandemic was represented by the Health and Safety Protocol, resulting from a strong synergy between social partners and the government. The conflicting interests and visions have been bypassed by the common objective of saving lives
- In all other implemented measures, the government played a dominant role
- Several important measures to support income and employment and to protect health at the workplace were also established at sectoral level by social partners

LESSONS

- Need to include as many workers as possible in the social protection networks without any distinction between types of work, i.e., between employees, but also between fixed-term contracts and part-time contracts.
- Public-private collaboration is fundamental and therefore contractual coverage is a fundamental piece of both public and private welfare
- Pandemic implications underlined the need to protect vulnerable workers in an integrated way, combining public health, occupational safety, and community medicine, moving towards global labour protection.
- Necessity to focus on employability
- Importance of social dialogue and the need for collective action

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NETHERLANDS

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

- Self-employed
- Flex-workers
- "Old" groups of labour market vulnerabilities: youth, migrants, partially disabled
- Social vulnerabilities: women (gender inequality) in lockdown, elderly (isolation etc.)
- COVID-specific vulnerabilities: closing of some sectors [retail, restaurants, tourism], health hazard at workplace (care, transportation), long-covid-patients, mental health issues

POLICIES

- Tijdelijke Noodmaatregel Overbrugging Werkgelegenheid (NOW) compensation employers
- Tijdelijke overbruggingsregeling zelfstandig ondernemers (Tozo) self employed
- Tijdelijke Ondersteuning Noodzakelijke Kosten (TONK) special social assistance by the municipalities
- Tegemoetkoming Ondernemers Getroffen Sectoren COVID-19 (TOGS) self employed

ROLE OF SOCIAL DIALOGUE

- A brief "rejuvenation" of the social dialogue in 2020 with the genuine tripartite negotiations for the major investment packages
- Yet, no central steering for coping with COVID (NO social pact in 2020, one 2021 on Borstlap/flexibilisation) - missing of a good crisis?
- Delay in collective bargaining, little guidance from central level
- Medicalisation of the COVID-governance from 2021, led to social partners sidelined
- More unilateral decision-making by the government towards the end of the Covid (2022)

LESSONS

- Established traditions of social dialogue help in finding a quick response to a sudden crisis
- More central-level steering would have helped to deal with restrictions at the decentralised/sectoral levels
- Collective bargaining froze need for better (automatic) tools?
- Vulnerability was not the main concern in this crisis, protecting employment was: displaced faith in "tricle down" economics

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SWEDEN:

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

In economic policy measures

- The general working population: Based on the broad economic labour market policies that were implemented, Sweden wanted to help the average household to stay afloat during economic hardship.
- Companies/the economy: Part of keeping the economy stable was to make up for companies' financial losses.

In health-related policy measures

- The elderly
- Pregnant women
- Extra vulnerable groups based on medical grounds
- Structural vulnerability: people of low socioeconomic status, immigrants, densely populated households.

POLICIES

- The temporary pandemic law (restrictive measure allowing the government to forbid public gatherings).
- Governmental support for short-time work schemes.
- Temporarily reinforced unemployment insurance.
- Company measures (employers' compensation for sick pay, direct support to based on revenue losses, reduction of employers' SSC).
- Sick leave policies (allowance for qualifying period in sick pay, abolished requirements of medical certificates, temporary sick pay to risk groups, etc).
- Measures of the Central Bank (purchase of securities, loans to support business lending).

ROLE OF SOCIAL DIALOGUE

- Evident involvement of the social partners.
- Policy initiatives by the social partners on important policies
 - short-time work schemes
 - financial support to companies
 - temporary expansion of the unemployment insurance
- Consultation: more or less always in the policymaking process.

Ethics finally approved, interview invitations sent



LESSONS

- Policy making during Covid-19 followed a tripartite dialogue structure.
- Even when the government took the lead, it actively consulted with social partners.
- Sweden's Covid-19 strategy stood out in terms of voluntariness and non-restrictive measures. This is mainly related to health and safety measures, not economic/labour market policies.
- Sweden's policies (labour market in particular) typically had a strong universal approach to provide households and companies economic stability.
- The strong emphasis on economic labour market policies can be related to the central position of the social partners.















Latvia:

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

- Different stakeholders presented different views
- Traditional vulnerable groups (women, workers in prepension age, young workers, people with disability, low educated, low skilled people)
- Workers in essential sectors (health care, education, social care institutions, graduates who try to enter labour market, creative workers)
- Workers in suspended sectors (beauty industry tourism, hotels, public catering, culture and interest education, sports, recreation)
- Low skilled and low paid workers (in context of the state support), refugees from Ukraine

POLICIES

- Policies aimed at income protection and supporting of business activity were considered as most valuable
- Health protection mostly general measures (wearing of masks, distancing, vaccination, psichological support)
- Income preservation (idle time benefits, targeted payments for children, short-term and self-employed)
- Special support for workers in suspended sectors (beauty industry, tourism) or for additional duties (ed.)
- Assistance to performers of economic activity (focused on preserving the viability of companies and jobs)

ROLE OF SOCIAL DIALOGUE

- Social dialogue incorporated in the common dialogue process with other governments' partners – business, professional and civil society organisations, other NGO
- New large institutions created for consultations (commissions with 60-70 participants), social dialogue institutional structures were not used for taking decisions, agreements achieved in new institutions
- Social dialogue partners were full-fledged involved in the design and implementation of all anti-COVID-19 measures, employers dominated, while trade unions irreplaceable in protecting of social rights of workers
- Social partners rare proposed measures by themselves, but they could influence design of measures, monitored their implementation and could request changes in case of unwanted effects
- In order to increase their role social partners involved in coalitions with the strongest cooperation partners (The Great Five) and operated on a single platform

LESSONS

- The COVID-19 pandemic revealed problems which exist also in «normal» times but were neglected (vulnerability of workers and inhabitants in social care institutions, shadow economy in some sectors, observation of working condition's requirements)
- Not always social partners are heard therefore blocking in groups and creation of coalitions with cooperation partners is highly appreciated
- The quality of social dialogue should be improved: now it is too narrow, too slow, capacity and representation problems
- Consultations to cooperation partners mitigates weakness of the social dialogue and is used by the government better than social dialogue institutional structures
- Respondents recognise that due to its institutionalised format social dialoge is valuable form of interaction between the business, society and the government

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Lithuania:

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

- 'traditional' vulnerable groups: disabled, elderly, prepension age, LTU, (non-qualified) youth, lonely parents, persons with addictions, homeless, exprisoners, other;
- groups hit hardest by the pandemics employed youth, older employees, employees from the most affected sectors: health care, tourism, HORECA, retail, transport, social workers, teachers;
- interviewees agreed that during the first wave the most vulnerable were employed persons. Alongside with the health threats as well as job and income insecurity, the uncertainty and adverse psychological conditions were often emphasized;

POLICIES

- the largest number of policies/measures adopted in response to Covid-19 were related to the frontier workers (support for and protection of health care and social care employees, compulsory testing and vaccination of specific groups of employees); to support of self-employed and salaried employees (subsidies, compensations, tax deferrals); Support for and protection of elderly, sick, disabled persons;
- interviewees positively assessed decisions taken on health, jobs, and income protection. The most positive attitude was towards downtime, even though the views of unions were not fully considered;
- measures with an element of coercion (threat of dismissal) were met with confrontation in contrast to the incentive measures (payments, compensations).

ROLE OF SOCIAL DIALOGUE

- in general social dialogue and it's role in the policy design and implementation is rather weak;
- main channels of social partners participation in decision making processes are: TCRL, some other tripartite committees and commissions, various task forces/working groups created by the relevant ministries, public consultation process;
- although at the very beginning of the pandemic, the involvement of social partners in the decision-making was practically unnoticeable, a governmental-level working group that was created later enabled social partners to submit policy proposals;
- comparing the platforms, created at the governmental level to solve the pandemic-related challenges, the interviewees more positively evaluated the one where the involvement of trade union and employers' representatives was higher.

LESSONS

- greater involvement of social partners in decisionmaking made it possible to reduce the vulnerability of workers and other population groups in the face of the pandemics;
- newly at the government level created dialogue platforms are important in developing measures for vulnerable population groups. However their design can either encourage/foster or stifle social dialogue through traditional channels;
- the restrictions applied during the pandemics have reduced the dependence of some vulnerable groups on assistance (social services and social support) provided by social institutions;
- trust is recognized as a key factor in successful social dialogue. Focusing on the "common enemy" increased the trust among social partners during the first wave of the pandemics.

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Slovakia:

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

- Groups targeted by policies: working parents, persons working in sectors that could not operate due to the pandemic (e.g., culture and tourism), self-employed, persons employed in companies affected by decrease in production
- Groups identified in the interviews: single working parents, the working poor (people with low income and most exposed to poverty), self-employed that could not continue working (but some respondents claim this group could benefit both from income replacement policies while work undeclared in households)
- Groups not targeted by the policies: people in marginalized Roman communities, highest poverty and deprivation, no specific policies for their protection adopted, but very active (non-government)services in health awareness raising and vaccination campaigning

POLICIES

- Kurzarbeit (a retention scheme for employees and employers), first temporary, now permanent by 2021 legislation
- Both unions and employers support Kurzarbeit, general tradeoff between job protection and wage increases
- Financial support to companies whose income decreased due to the pandemic and to single-person companies
- Two policies targeting the marginalized Roma communities, but no social partner involvement
- Unsuccessful: protection of marginalized Roma communities was not sufficient (outside of trade union interest, NGOs active in their interests lack access to policy making, they focus on fieldwork)
- Many policies consulted with social partners but in the end decision taken unilaterally, government control

ROLE OF SOCIAL DIALOGUE

- The initial package of policy measures (First Aid) without social partner involvement, but social partners actively pushing for some policies to finally emerge – government change in March 2020, new government needed a transition time to respond to many policy demands and crisis measures at the same time
- Later phases and policy packages: social partners were consulted, although not always satisfied with the outcome, which was introduced unilaterally by the government but legitimized as ,consulted with social partners'
- SD improved, more shared interests, historic agreement on minimum wages in 2022
- Various ad-hoc committees (some with social partner involvement) – competing with established national SD structures, unclear and untransparent status, stopped operation at some point
- Digital technologies helped to preserve social dialogue and bargaining also at the sector and company levels
- In some companies, the income replacement level bargained at higher rate than defined by national policy

LESSONS

- The initial government response time to introduce covid policies was slow, the society frustrated and waiting, but in the end satisfaction with the generosity of adopted policy measures
- Initial lack of involvement of social partners later improved, satisfied with their involvement in policy consultations, despite delay and competing mechanisms of influence (not social dialogue)
- Trade unions and employers mostly addressed the interests of their members: to avoid job losses and loss of skilled labour
- Tripartism stable without major positive or negative changes, some improvement in cooperation between social partners
- Lacking voice of the most deprived: People with disabilities and unrepresented groups e.g. The marginalized Roma communities did not receive dedicated policy attention, work of NGOs mostly in health area, but not in job protection — lot of previous integration measures stopped, spread of unemployment, poverty, undeclared work also constrained
- Role of NGOs and public employment services: fieldwork in marginalized Roma communities, replaced the missing role of national policies, their activities focus mostly on health and protection measures, labour market measures limited

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SPAIN

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

- Young people, women, migrants;
- People with disabilities;
- Unemployed;
- Self-Employed;
- People in a vulnerable situation due to digitalisation.

POLICIES

- Measures for the flexibilisation and simplification of procedures for the suspension of contracts and reduction of working time (ERTE - Expendiente de Regulacion Temporal de Empleo)
- Extraordinary unemployment benefits
 strengthening workers' conciliation rights (Plan Me Cuida)
- Strengthening workers' conciliation rights (Plan Me Cuida)
- Priority to remote work

ROLE OF SOCIAL DIALOGUE

- Levels of interlocution: between the social partners and the government;
- Emergence of new negotiation topics: the pandemic has increased attention to new issues (reconciliation, disconnection and quality of work);
- Role of NGOs in social dialogue: a new aspect was the involvement of NGOs by trade unions, to try to reach out more effectively to certain pockets of poverty and vulnerability;
- Innovation in negotiation methods: agreements in a telematic way;
- Strengthening the legitimacy of social dialogue: rediscovery of the role and potential of the social partners;
- Impulses from the european level: impact and incisiveness of the European level on national policies.

LESSONS

- Inclusive labour markets and the need to bet on the employability of vulnerable workers: realise a dynamic and inclusive labour market aimed at responding to the particularities of each individual;
- Greater experience and awareness of social dialogue in the management of possible future crises;
- The value of involving other actors in social dialogue: involvement of the third sector, which plays a major role in combating situations of hardship;
- Ensuring that women have access to positions of responsibility: women, according to many interviewees, are a vulnerable group. The hope is that they will play more responsible roles in the future;
- Need to strengthen the care services sector: The expansion of care services is made essential by the ageing population and other social and cultural phenomena.

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TURKEY:

Vulnerable Groups, COVID-19 Policies and Social Dialogue

VULNERABLE GROUPS

- Women: by all social partners
- Youth and elderly: by all social partners and policy makers
- Frontline workers: by trade unions
- Informal and daily wage workers: by NGOs and Medical Association
- Refugees and other marginalized groups: by NGOs and Medical Association

POLICIES

- Short-time working allowance: Employees received 60% of their daily average gross income, and nearly 4 million benefited.
- Lockdowns and workplace closures: Restrictions on mobility and teleworking were argued to be helpful to specific workers such as mothers and disabled.
- Cash transfers: Social Support Grant Program has been initiated under 3 phases, which granted households with 1,000 TRY social assistance.
- Subsidies and credit opportunities: Firms got financial support in various forms, which were particularly for small and medium sized firms.
- Donation campaigns: Campaigns were organized by central government, local governments, and various NGOs, and some campaigns were quite innovative.

ROLE OF SOCIAL DIALOGUE

- Most of the trade unions and the medical association claim that there is no social dialogue in Turkey.
 - Decisions are taken by the central government, even President alone, and imposed on all social actors
 - No deliberation, consultation or information sharing
- Strong relationships between social partners either in bilateral terms (employee-employer) or with NGOs and vocational associations.
- There was social dialogue, to a certain degree, at the local level, primarily through mayors and less frequently through local governors.
- All employer organizations reported that social dialogue in Turkey played an important role throughout the Covid 19.
 - They were consulted and invited to meetings with the executive branch.
 - Most of the dialogue between employer organizations and the government is established through personal connections.
- Change in topics (reconciliation of work and life and flexible work arrangements) as well as wider usage of digital technologies to establish social partnerships.

LESSONS

- Importance of institutionalized mechanisms of social dialogue, regular consultation and collaboration between the tripartite actors.
- Crisis planning and preparedness, especially when the crisis are long lasting as in the case of Covid-19 pandemic.
- More information sharing and coordination among social partners to avoid repetition and waste as well as to take quicker action.
- Regulatory updates with regards to flexible types of work as well as the need to expand the topics discussed in collective agreements.
- Removing some of the bureaucratic steps and making it easier for social partners, particularly NGOs, to be able to talk to central government officials and push for policy change.

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