NO GOING BACK

TRADE UNION GUIDE

PROTECTING RIGHTS AND PROMOTING SOCIAL DIALOGUE IN AVIATION IN TIMES OF CRISIS

EUROPEAN TRANSPORT WORKERS' FEDERATION

FOREWORD

The ETF's "NGB Project" – No going back: Protecting rights and promoting social dialogue in aviation through times of crisis – was developed under the immediate impression of the Covid-19 pandemic and its profound impact on the aviation sector, particularly on aviation workers and their unions.

Many trade unions – like the industry as a whole – were unprepared for such an unprecedented disruption of the entire sector: grounded aircraft across Europe and the world, nearly no passengers in airports, stranded aircrews around the globe. The unpreparedness of unions proved especially concerning when workers started to be hit by the severe reactions of employers to the crisis: mass redundancies, disregard for collective bargaining agreements, forced salary cuts for remaining staff, insufficient training for new operations, lack of planning to recover business and workforce after the crisis, *etc*. Through the ETF's European-wide reach and the permanent exchanges with our affiliates, we were able to observe that such impacts on aviation workers were often less severe in countries with better practices of social dialogue, established professional relationships between stakeholders, approachable regulatory and governmental bodies, and unions overall more prepared to act immediately.

This is why the ETF launched the NGB Project, with the financial support of the EU. The overall objective of this project was to enhance the crisis preparedness and crisis management capacity of aviation trade unions in Europe, empowering them to protect decent work in the particularly challenging times of crisis. Amongst other aspects and tools, a particular focus was given to the development of unions' capacity to engage in dialogue with aviation stakeholders and partners – such as governments, employers, NGOs and other allies – in the specific context of a crisis. The efforts required in anticipation of a crisis and during the post-crisis period were also not disregarded.

In a time when crises have become more of a rule than an exception in the aviation sector, the crisis management capacity of trade unions demands increasingly serious attention. It is common to hear that there is a clear 'before and after' the Covid-19 pandemic in many sectors of the economy and society at large. This is exactly the case for the aviation industry and, most importantly, aviation workers. However, for some years, including before and after the pandemic, the aviation industry has already been fighting successive crises, ranging from those related to volcanic ash clouds to geopolitical catastrophes such as the Russian aggression against Ukraine. The increasingly unstable political landscape and the rising threats to cybersecurity are just some of the factors that make us believe that this trend of consecutive crises is here to stay, impacting the aviation sector and threatening the rights of workers.

It is therefore important that trade unions and worker representatives move away from a reactive paradigm, developing higher levels of crisis preparedness and ready tools to be deployed as soon as disruptions loom. The ETF, bringing together aviation unions from across Europe, offers an added value in this regard. Intrinsically transnational crises demand a crisis preparedness that is, in itself, transnational. The ETF is committed to supporting and coordinating this urgent capacity-building. Our aim is to make the aviation sector more sustainable and resilient, keeping decent work at its heart. The NGB Project was a first step towards these goals.

This NGB Trade Union Guide compiles some of the material developed throughout the two years of the NGB Project (2023/2024). It is divided into two parts: (1) the Crisis Management Guide – a thorough study-guide reflecting on crisis management and preparedness from a trade union perspective; and (2) the NGB Toolbox Suite – a more practical and hands-on instrument that is ready to be used by worker representatives in different moments of their struggle against a given crisis, or in training sessions dedicated to the issue. The set of Annexes presented at the end of the document correspond to a preliminary stage of the development of the Toolbox Suite and can still be used to go into more detail in the collection of information.

All this material is the result of a continuous collective effort of ETF affiliates and allies, the ETF Secretariat, and consultants. In particular, the Toolbox Suite has been developed, distributed, and tested together with trade union representatives from the civil aviation sector across Europe, most notably in the four NGB Regional Workshops held in Helsinki, Amsterdam, Istanbul, and Belgrade, during the second year of the project. This Toolbox Suite is available for download in 11 languages on the ETF website. We highly encourage its use and distribution amongst ETF affiliates, worker representatives, and other relevant actors.

The ETF thanks all individuals and organisations who have contributed to this project in the different stages of its implementation.

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PART 1

CRISIS MANAGEMENT GUIDE
FOR TRADE UNIONS IN THE AVIATION SECTOR

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Acronyms

ATC	Air Traffic Controller
ATCEUC	Air Traffic Controllers European Unions Coordination
ATM	Air Traffic Management
CANSO Europe	Civil Air Navigation Services Organisation Europe
CAPSCA	Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (ICAO)
CART	Council Aviation Recovery Taskforce (ICAO)
CLA	Collective Labour Agreement
CMP	Crisis Management Plan
CSG	Cabin Safety Group (ICAO)
ETF	European Transport Workers' Federation
EU	European Union
ICAO	International Civil Aviation Organization
IHR	International Health Regulation (WHO)
ILO	International Labour Organization
ITF	International Transport Workers' Federation
NGB Project	"No Going Back" Project
RMCM	Relational Model of Crisis Management
TU	Trade Union
UNWTO	United Nations World Tourism Organization
WHO	World Health Organization

1. PURPOSE OF THE GUIDE AND HOW TO USE IT

The aviation industry is operating in the context of cyclical crises, requiring a systemic action for short- and long-term crisis management. Crises keep coming, changing in scope and scale. However, they are to be expected and therefore allow to set up systems for preparedness and management. Some crises are predictable, allowing planned mitigating actions based on experience. Others crises are new or include unexpected developments, requiring different preparation and the creation of new systems of protection of Trade Unions (TUs) and their members.

1.1 PURPOSE OF THE GUIDE

ETF members identified four key needs that a TU crisis guide should address:

Conceptualize crisis management – Having a common reference point among ETF affiliates may allow for more efficient cooperation and mutual understanding of the processes and actions taken in the common framework. With the existing *Revised toolbox for successful social dialogue in air traffic management* (2022)[1] in place, this guide book provides a framework for crisis management, which enables TUs to predict, evaluate their strengths and weaknesses, assess impacts, and act on crises.

Guide of action – A description of key crisis components and the different phases of preparedness, prevention, incident management and post-crisis action. These include identifying roles and determining who does what to make the crisis management more efficient. This guide should not disregard budgeting questions and the role of social dialogue and negotiations.

Visibility tool – For the ETF and its affiliates, linking the ETF's network opportunities with individual actions of affiliates.

Social dialogue – A support tool that provides lessons learned and action-steps intended to make social dialogue better fitted to address all four crisis management phases of preparedness, prevention, crisis management, and post-crisis action.

1.2 WHO IS THE GUIDE FOR?

The primary target group is composed of the ETF affiliates in the aviation sector. This guide is constructed in a way to allow for the identification of relevant actions at different levels. Cooperation and action will require stakeholders to act at the EU level through the ETF's network, at the national level through confederations and national networks, and at the TU organizational level. The guide does not address actions of company works councils or similar national level systems.

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1   https://www.etf-europe.org/wp-content/uploads/2023/01/Revised-toolbox-for-successful-social-dialogue-in-ATM.pdf

1.3 HOW TO USE THE GUIDE?

The guide provides users with the key questions and concepts to be considered during the phases of preparedness, prevention, incident management and post-crisis action in the aviation sector. Each phase includes action points identified through lessons learned, predicting key elements present in most crisis situations. Short-term reactive actions and medium-to-long-term impact actions are assessed, linked to the TU functions and purpose.

The Guide is built in sections, corresponding to the identified phases of crisis management. It is designed to allow for the practical use of TU representatives in different functions while ensuring that even working in parallel all functions will have common references and "language".

2. CONTEXT OF AVIATION CRISIS

This guide is being developed at the time when the effects of the Covid-19 pandemic are being analysed and its impacts assessed. 2020 was characterised by heavy lock-downs with strict social control, affecting the aviation industry in a number of ways – tightening of the labour market and mass lay-offs, adjustments of regulatory frameworks that negatively impacted the situation of employees and left lasting effects, and at the same time the recognition of the need for new social protection systems for workers, especially in industries of close human contact. Government bailouts intended to support the aviation industry did not always reach workers. For example, the state support to airlines, approved by the European Commission, did not include social criteria such as maintaining jobs or the obligation of rehiring. This created negative consequences such as the ongoing shortage of workers and the loss of highly qualified specialists. Amongst these changes, many aviation employees also realised the exploitative organization of mobile work.

The conclusions of the fifteenth meeting of the Covid-19 International Health Regulations (IHR) Emergency Committee, on 4 May 2023, indicated that Covid-19 no longer constitutes a Public Health Emergency of International Concern[2], notwithstanding the impact of the enduring measures and the continuous differentiated approach to travel restrictions.[3]

To manage the Covid-19 public health crisis, governments took action to save lives. These included isolation, physical distancing, quarantine and the closure of non-essential businesses. While these measures slowed the spreading of the virus, they were detrimental to the economy.[4] The United Nations World Tourism Organization (UNWTO) offers analyses of Covid-19 travel restrictions[5] and concludes that non-pharmaceutical measures such as national lockdowns, quarantine regulations and measures, testing and tracing, and border closures have led to an unprecedented slump in the tourism sector, resulting in just over 70% decrease in international tourist arrivals in 2020 and 2021.

The aviation industry is directly affected by such a slump with reduced or stopped air travel, closed borders, different requirements for air travellers, impact on all aviation support businesses, and resulting internal organizational measures affecting each worker in the industry. Partial lifting of travel restrictions was accompanied by constant change and adjustment, therefore requiring extreme flexibility in organization of work and business strategies.

Public health crisis management tools applied by governments created external (public), organizational, and personal consequences that must be considered:

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2   World Health Organization (2023), 'Statement on the fifteenth meeting of the International Health Regulations (2005) Emergency Committee regarding the coronavirus disease (COVID-19) pandemic', News, published on 5 May 2023, WHO, Geneva, online available at: https://www.who.int/news [05-05-2023].

3   According to the WHO, as a general trend, destinations are lifting all international travel-related measures, including those that were imposed to passengers and flights coming from China at the beginning of 2023. As of 22 March 2023, 11 countries require testing for all passengers prior or on arrival and 49 countries require testing for non-vaccinated travellers. And 18 countries still require vaccination as a condition for entry, which is not consistent with IHR provisions or current temporary recommendations. Read detailed analysis in World Tourism Organization (2023), *The End of COVID-19-related Travel Restrictions – Summary of findings from the COVID-19-related Travel Restriction reports*, UNWTO, Madrid, DOI: https://doi.org/10.18111/9789284424320

4   Crowley, Frank; Doran, Justin; Ryan, Geraldine (2020): The impact of Covid-19 restrictions on workers: Who is most exposed?, SRERC Working Paper Series, No. SRERCWP2020-3, University College Cork, Spatial and Regional Economic Research Centre (SRERC), Cork, available at https://www.econstor.eu/bitstream/10419/219047/1/1700317547.pdf

5   World Tourism Organization (2023), *The End of COVID-19-related Travel Restrictions – Summary of findings from the COVID-19-related Travel Restriction reports*, UNWTO, Madrid, DOI: https://doi.org/10.18111/9789284424320

- **External or governmental measures** of border closure, controls, quarantine, health testing and vaccination required aviation organizations to adjust network strategies, employment and passenger communication and management. These measures directly impacted each worker and contributed to very unstable working environments, with testing requirements and the unpredictability of quarantine and isolation of, especially, aircrew members performing international travel. The ETF worked to ensure workers' rights. Workers' needs were considered when making decisions at the ICAO Technical committee and ICAO Council Aviation Recovery Task Force (CART), ICAO Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation (CAPSCA), ICAO Cabin Safety Group (CSG), and through EASA rule-making processes. The ETF maintains its engagement in these platforms to secure workers' rights in all decisions made. The diversity of external industry actors demands high collaboration in ensuring workers' rights are at the core of all future decisions made during crises.

- **Organizational consequences** of external measures affected workers as the airlines implemented mass lay-offs, reduced pay, introduced temporary exemptions on working time limits, required personal health data disclosure, introduced measures for social distancing at work, and others. These effects were less painful where governmental measures of support to workers or collective labour agreements (CLA) were in place, protecting workers to different degrees.

- **Personal impact** for the workers that remained employed and for those who lost their jobs. Workers employed in the industry experienced uncertainty with regard to their job, personal finances, change of job requirements, reduced pay, flexibility of working time, and opportunities for distance work where possible, with the following erosion of work-life balance. Personal health measures of testing, isolation, social distancing, linked to both public and organizational requirements, increased the employers' control over the personal lives of workers and impacted physical and mental health.

Crisis impacts are not evenly distributed geographically or between sectors, and socio-economic analyses highlight the growth of inequalities. The ETF worked during the crisis and continued its engagement with the external actors, drawing up rules for safety and wellbeing, working to address personal impact issues of mental health[6], and lobbying for workers-centred rules in aviation.

2023 research results assess medium- and long-term impact of COVID-19 crisis, and this allows us to draw some lessons for TUs in Europe as inflation, rapidly changing cost of living, short-term industry solutions, staff shortage, distortion of markets through mutual leasing of aircraft often accompanied by social dumping, demonstrate need for a solid crisis management by TUs.

Crises impact TUs in their normal functioning and distort the effectiveness of their usual strategies. Therefore, TUs are required to set up mechanisms that address the immediate short-term impacts (dismissals, capacity surges, temporary work and leasing use, etc.) and prepare and prevent, to the degree possible, for the medium- and longer-term crisis situations.

2.1 HISTORIC CRISES IN AVIATION

Since the early days of civil aviation, the industry has always grown in spite of various crises. Continued growth in aviation was close to exponential till the 2000s. Graphs show that each crisis and global disruption resulted in a new stability point.

Some of the past aviation crisis events include:[7]

[1] The 2001 9/11 terrorist act – an unpredictable event for the aviation industry, which impacted it as a whole by changing operations and daily routines, while also reshaping political system and cultures.

[2] The 2002 SARS (SARS-CoV-1) outbreak – a public health event that required longer crisis management in Asia while having lower impact in Europe. It was a localised crisis while still complex, allowing for more focused, coordinated and homogeneous responses in the affected region, minimising unnecessary burdens on the global aviation industry.

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6   See further information about ongoing activities on mental health with the ITF: https://www.itfglobal.org/en/tags/mental-health

7   https://iasa.aero/crisis-points-in-the-history-of-air-travel/

[3] The 2008 'Great recession' – causing economic crisis also in the aviation industry by closing airlines. Aviation workers experienced[8] job loss and recruitment freeze, and various forms of redundancies – forced, voluntary, temporary furloughs. In addition, active workers saw reduced working time and pay, as well as various forms of unpaid leave as immediate solutions.

[4] The 2010 Iceland volcanic eruption – a short-term crisis event linked to the closing of airspace and economic impacts on airlines and support businesses, organizational changes impacting workers and passengers, and technological impacts on aircraft because of the ash. During the event, 313 airports were affected in Europe, a total of 100 000 flights were cancelled to and from Europe and over its airspace, around 10 million passengers were unable to travel, of which 1.2 million directly affected by cancellations and changes of flights. There was an estimated loss of 850 EUR for airlines, with required assistance to passengers, costs for stranded crew, parking and positioning of aircraft, and other cost issues.[9]

[5] The Covid-19 pandemic – produced a major operational and economic impact for the transport sector as a whole and varying impact on the aviation industry enterprises, workers, and national economies, therefore also passengers. The external, operational and personal impact reviews of this crisis allow to identify necessary prerequisites for a solid crisis management by TUs.

[6] BREXIT – impact on operations of the aviation sector, resulting in uncertainties for the workers and airlines operators with regard to licencing, cross border operations, and changing of immigration rules.

[7] The 2022 Russia's invasion of Ukraine – creating new direct and indirect stress factors in the industry, depending on the proximity to the war and sanctioned territories. The prolonged war impacts workers with regard to changing routing, times, security and insurance, accommodation of refugee workforce, as well as the mental impact of the permanently present risk for the workers closest to the war zone.

This historical timeline shows that such major crises are impacting societies as a continuum of challenges and solutions. Cycles or patterns in the economic development are a widely recognized phenomenon.[10] Although the existence of long-term cycles is not clearly proved, medium-term cycles, averaging 7-to-10-year periods, and formerly known as Juglar cycles,[11] are seldom questioned.[12] The aviation industry has to work with the predicted economic cycles that include financial results, and the aeronautic industry cycles of orders (partially predictable crises).

At the same time, political, environmental and social context events like war, health pandemics, volcanic eruptions or increasing weather change, require an efficient short-term management to prevent these events escalating into long-term crisis. All of the longer or shorter crises have led to closure of airlines, highlighting volatility of the financial operations by air operators, and have always impacted workers.

Any crisis holds a complex dynamic with a high uncertainty and risks. Therefore, previous experiences allow TUs to learn, prepare and better manage disturbances and crisis of various lengths, within their scope of purpose and operations.

8   International Labour Organization, Sectoral Activities Programme working paper, The Impact of Financial Crisis on the Labour in the Civil Aviation Industry, Final report, by Dr Geraint Harvey Swansea University School of Business and Economics, Swansea University, Wales UK & Professor Peter Turnbull Cardiff Business School, Cardiff University, Wales UK, available at https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---sector/documents/publication/wcms_161566.pdf

9   : Mazzocchi, Mario; Hansstein, Francesca; Ragona, Maddalena (2010) : The 2010 Volcanic Ash Cloud and Its Financial Impact on the European Airline Industry, CESifo Forum, ISSN 2190-717X, ifo Institut für Wirtschaftsforschung an der Universität München, München, Vol. 11, Iss. 2, pp. 92-100

10   See Schumpeter, (1939) Business Cycles: Theoretical, Historical and Statistical Analysis of the Capitalist Process. New York, McGraw-Hill.

11   https://www.britannica.com/topic/Juglar-cycle

12   Grinin, L., Korotayev A., Malkov S. Further explanation on economic cycles A Mathematical Model Of Juglar Cycles And The Current Global Crisis, History & Mathematics: Processes and Models of Global Dynamics, available at https://www.sociostudies.org/almanac/articles/a_mathematical_model_of_juglar_cycles_and_the_current_global_crisis/

3. PROJECT SURVEY RESULTS AND LESSONS LEARNED

For the preparation of the guide, a seminar was held in Sofia, Bulgaria, on 14 December 2022, where ETF civil aviation affiliates discussed the purpose and functions of TUs, working around the Relational Model of Crisis Management (RCMF) and discussing on TU responses and the context elements related to the Covid-19 pandemic, allowing to draw conclusions and learn lessons. Answers to a questionnaire were collected to define more precisely the lessons learned and the solutions applied in different phases of crisis management.

3.1 PURPOSE AND FUNCTIONS OF TRADE UNIONS

Each TU has its own purpose, reflecting its experience and the conditions that shape challenges, behaviour and culture. The diversity of TU members and the context of operations (regional, economic, social, cultural) affect the strategy, priorities and organizational choices that TUs make.

However, despite these differences in approaches, TUs are organized around the same functions and freedoms. TU freedoms and rights derive from the core human rights principle of freedom of association and assembly.

> Article 11 (freedom of assembly and association) of the European Convention on Human Rights: **"Everyone has the right to freedom of peaceful assembly and to freedom of association with others, including the right to form and to join trade unions for the protection of his interests."**

Freedom of association applies to TUs and requires a national system of effective opportunities for TUs to act on behalf of their members and collective interests. This is among the key principles for the functioning of democracy, allowing for pluralism and participation of citizens in the democratic processes. TU freedom[13] is an essential element of social dialogue between workers and employers, and hence an important tool in achieving social justice and harmony.

The rights of TUs also include freedom of expression – to express freely its ideas and opinions – and the right to be heard. A TU that does not have the possibility of expressing its ideas freely in this regard is deprived of an essential means of action.[14] Specific freedom of association rights of TUs are the right to collective bargaining and the right to strike. Various elements of these rights are further defined by ILO conventions.[15]

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13   Explore the European Court of Human Rights guide on Article 11, that outlines detailed references to the scope of TU rights and freedoms, and their limitations. Available at https://www.echr.coe.int/documents/d/echr/Guide_Art_11_ENG

14   See Guide on Article 11 - Freedom of assembly and association,

15   Explore further the elements of trade union rights through ILO resources on freedom of association: https://www.ilo.org/global/standards/subjects-covered-by-international-labour-standards/freedom-of-association/lang--en/index.htm

Finally, the Charter of Fundamental Rights of the European Union[16] details specific rights and actions for TUs within the EU. Title IV of the Charter includes references to the rights to information and consultation, right to collective bargaining and action, protection in the event of unjustified dismissal, fair and just working conditions, family and professional life, and other labour rights, subject to TU actions.

TU functions build the understanding of what a union is and how it exercises its and its members rights. Yet, each TU can be more focused on certain functions that define their organizational culture and behaviour, influenced by the context they operate in. The most common of various TU function descriptions include:

[1] **Protection function** - protecting the members;

[2] **Community support function** - giving space for the professional community and interests;

[3] **Social function** - supporting the workers movement and be part of civil society, contributing to democracy and pluralism;

[4] **Political function** - advocating for workers' interests and good labour laws and occupational health practices;

[5] **Organizational function** - supporting function that organizes the activities.

ETF affiliates were asked two value-and-purpose questions, to identify common ground and possible differences with regard to the purpose of a TU (linked to the fundamental rights perspective) and the functions of a TU. The question on keywords allows to reflect differently on how TU representatives see the unions, TU actions and role, and they lead to further definition of purpose or indicate required action areas by TUs.

Analysing the workshop and questionnaire responses, the following keywords were extracted and grouped into clusters of common themes and synonymous meanings. These questions allow us to see the current situation, needs and the perspective on trade union as such, that shapes TU identity and activities.

What is the purpose of a trade union	What keywords would describe a trade union
[1] **Improving working conditions and the lives of workers** through general actions such as fighting for duty time limitations.	[1] **Negotiations,** expressed both as a function and a verb 'to negotiate'.
[2] **Protecting the social interests of workers,** including individual protection and collective workers interests, influenced by corporate culture, market and policy. Such emphasis suggests that unions follow the core functions and work a lot with employers. This also involves a lot of individual oriented work and ensures that social interests are not neglected, requiring TU representatives to have knowledge of the business and negotiation skills.	[2] **Unite/unity,** corresponding to purpose, definition of solidarity, and action.
[3] **Solidarity and actively organizing workers,** focusing on unionizing, such as what is needed now at low-cost companies. Unity and solidarity necessitate going beyond individual cases, being active socially and engaging with other unions and institutions, to foster protection of collective interests.	[3] **Safety** in general and specifically **worker safety,** especially in the context of aviation as a safety critical industry.
	[4] **Equality, diversity and inclusion** through securing equal rights and opportunities, recognizing diversity competencies needs and corresponding to the purpose of solidarity, unity.
	[5] **Good (decent) salary,** often as a result of collective bargaining and national and EU actions on decent pay or minimum pay.
	[6] **Emancipation,** a keyword that encompasses stories of unionizing, capacity building of members, awareness of own rights. Emancipation includes the perspective of empowerment through collective action and belonging.

16   Text of the Charter available at https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A12012P%2FTXT

Other mentioned actions of unions included work-life (work-family) balance, lobbying, and protection, which are related to two other terms used – 'defend' and 'assist-fight' –, that encompass both the individual members' rights to protection, and the collective action to protect those rights.

During the seminar, a number of tendencies were observed that derived from the context of union operations. While the purpose and values did not differ widely, the action approach was defined by the specific conditions of the work. The low-cost airlines require different approaches and unionization challenges. Cultural aspects deriving from the history of unions indicated different choices and opportunities for action, engagement, no-fear attitude, and presence of social dialogue as a norm, albeit the challenges faced also in well-established union cultures.

Other aspects included smaller unions having to rely on the voluntary work of the few, combined with the context of fear, persecution, therefore having potentially higher impact on involved personnel. Different availability of resources for unions could be identified in the low-cost airlines and towards the East and South-East of Europe, requiring more focus from TUs and the ETF in the future. These are linked to the employment contracts and pay in place, as well as presence of union-busting factors.

Finally, the Covid-19 pandemic considerably hit all TUs, leading to questions on how state support was used and how involved were social partners. It has been recognised that social dialogue was heavily undermined during the Covid-19 crisis management processes by governments and aviation enterprises alike.[17] Other lessons learned are integrated in the next sections of this guide.

The ETF's affiliates' approach to TU purpose and functions therefore indicates a clear understanding and overlap of the values driving TU work: solidarity, safety, equality through individual or collective rights protection, unionization and emancipation of workers, and work towards specific common areas like improvement of working conditions, including pay and work life balance.

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17   B.Allinger, G.Adam, Mixed impacts of COVID-19 on social dialogue and collective bargaining in 2020, 27 April 2021 available at https://www.eurofound.europa.eu/sv/resources/article/2021/mixed-impacts-covid-19-social-dialogue-and-collective-bargaining-2020

4. RELATIONAL MODEL OF CRISIS MANAGEMENT

WHAT IS A CRISIS?

The ETF guide for social dialogue in ATM defines crisis as an "*unexpected event or chain of events impacting and preventing normal aviation operations (locally or globally), endangering them, or creating substantial difficulties to run as planned and/or forecast for a significant period of time.*"

For the purposes of this guide, the approach of crisis management should be adapted to both short-term events and longer-term crises, while recognizing their differences. Aviation terms adapted from EUROCONTROL[18] therefore are referred to:

- **Disruptions** – events that vary in size, cause and impact. These are minor events that happen regularly and are dealt with usually throughout standard operational procedures or special designed procedures. Major disruptions such as natural disasters (volcanic eruptions, severe weather patterns and even space weather) or man-made disasters (systems failure, physical or cyber-attacks) can pose a danger to normal network operations and are addressed with great caution and through special procedures.

- When disruptions are not contained and controlled, these escalate to crises – a state of inability to provide sufficient air navigation services in several States. Such events have a medium-to-long-term impact, resulting in a severe and unexpected loss of network capacity, an imbalance in network capacity and demand, or a failure in the flow of information in one or many parts of the network.

The crisis management approach must be used both for disruptions – through preparation of procedures and daily management, to prevent those developing into crisis – and events that are unexpected with greater and longer-term impact.

Crises have various types of characteristics[19]:

- Events that are rare (while possibly cyclical), significant, with high impact, usually require urgent response and involve high stakes.

- A crisis involves a period of discontinuity, as Covid-19 or volcanic eruptions showed, where core values of the organization are under threat and the situation requires critical decision-making.

- The disruption destabilizes TU organization and its stakeholders, and may escalate in more issues, errors, and require very special procedures.

- Many variables affect each operator, member state and global region. There can be false starts, several regressions and sudden expansion. Being prepared for them is crucial.

Each crisis situation requires awareness of its management team of the specific political and economic context, possibly historic context, industry operation models (e.g. different needs by type of airline, size of airport, type of commercial operations, ownership structure, etc.). Identification of causes is essential to effectively manage the crisis.

Crisis management is a process designed to prevent or lessen the damage a crisis can inflict on an organization and its stakeholders. The purpose of crisis management is to protect the organization, sector, or the stakeholders from damage, and prevent or diminish the negative outcomes of crises. Therefore, it includes various steps, at

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18   https://www.eurocontrol.int/disruption-and-crisis-management

19   For open-source resources on crisis management review resources available at www.intechopen.com. Guide references made to the Book Holla, K., Titko, M., & Ristvej, J. (Eds.). (2018). Crisis Management - Theory and Practice. InTech. doi: 10.5772/intechopen.71641, chapter *Crisis Management: A Historical and Conceptual Approach for a Better Understanding of Today's Crises,* by Zamoum, K. and Serra Gorpe, T., 2018, available at https://www.intechopen.com/chapters/60813

times overlapping, and tools that support organization to manage the crisis.[20] These tools can be used through different phases, adjusted to the given context and needs.

For the purposes of this guide, the Relational Model of Crisis Management (RMCM), developed by Tony Jaques,[21] is used to structure the crisis management process and tools. Each phase or cluster provides practical dimensions to explore suitable interconnected tools. The circle of RMCM is divided into four (4) phases:

[1] **Crisis Preparedness**: Planning processes, Systems and manuals, Training and simulations.

[2] **Crisis Prevention**: Early warning and scanning, Issue and risk management, Emergency response.

[3] **Crisis Incident management**: Crisis recognition, System activation/response, Crisis management.

[4] **Post-crisis management**: Recovery and business resumption, Post-crisis issue impacts, Evaluation and Modification.

Relational Model of Crisis Management
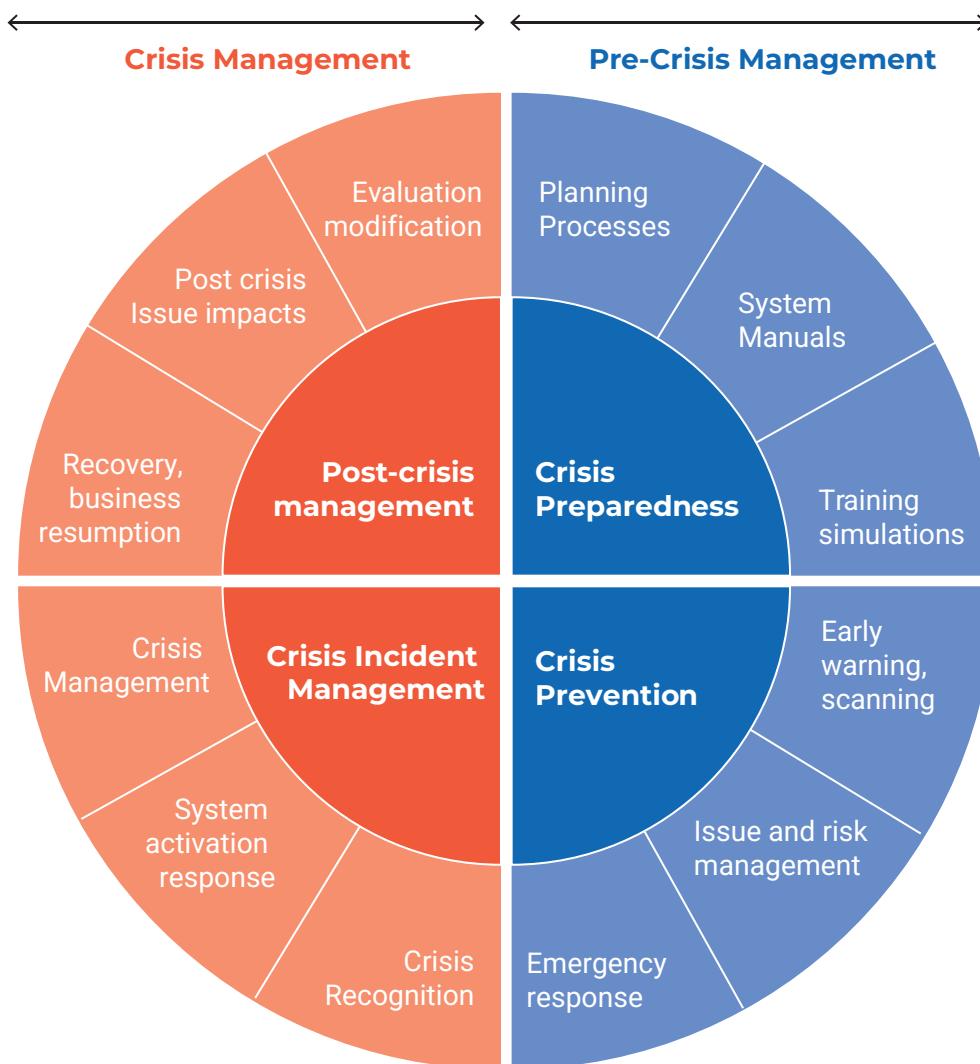
20 Holla, K., Titko, M., & Ristvej, J. (Eds.). (2018). Crisis Management - Theory and Practice. InTech. doi: 10.5772/intechopen.71641, chapter *Crisis Management: A Historical and Conceptual Approach for a Better Understanding of Today's Crises,* by Zamoum, K. and Serra Gorpe, T., 2018, available at https://www.intechopen.com/chapters/60813

21 Tony Jaques (2007) Issue management and crisis management: An integrated, non-linear, relational construct. https://doi.org/10.1016/j.pubrev.2007.02.001

The complexity of disruptions and crises in the aviation industry requires TUs to apply the offered core tools to their specific organization context, member profiles, employer's socio-economic context and chosen type of operations. The RMCM is a tool within which to structure own processes, not a goal in itself. Therefore, it requires a conscious approach to understanding own organization and its processes.

4.1 UNDERSTANDING OWN ORGANIZATION

Crisis management is a process designed to prevent or lessen the damage a crisis can inflict on an organization and its stakeholders. Disruption will impact the core values and processes of the organization. The purpose of crisis management is to protect the organization, sector or the stakeholders from damage and prevent or diminish the negative outcomes of crisis.

PURPOSE AND FUNCTIONS OF A TRADE UNION AS AN ORGANIZATION

In addition to protecting individual members, TUs have a collective organizational role in the society – to offer space for professional community and interests in labour rights and interests protection, support general workers movement for the checks and balances in the democratic governance of the society, advocate for better working conditions and work-life balance.

Fulfilling the collective functions of social dialogue was identified in the aforementioned survey as one of the most essential tools for crisis preparedness. The TU's role and powers within social dialogue derive from the fundamental rights of TUs: to be informed, to be consulted, to participate, to autonomously decide on its organization. During a crisis, each TU has to assess its role in the social dialogue with the employer(s), their capacity and engagement in social dialogue at national level, and to extend the links with the ETF and its affiliates at the European level.

[1] **Social dialogue with the employer** requires awareness of a TU about their members and organizations. TUs organize differently – by profession, employer, or across both. Depending on your TU's purpose, objectives, and scope of membership, the social dialogue, especially in a crisis situation, will require more extensive cooperation with other organizations. Prior to determining the key stakeholders, it is essential to understand your own organization and set-up, including values and principles of operation. The values and purpose of TUs can be found in the articles of association of the TUs, but also in the national laws with regard to the mandate of TUs. Other data will depend on the employer, other trade unions and national specifics of the workers' associations.

[2] **Social dialogue at national level** implies respect for the TU's rights to be informed, consulted and to participate in the design of the policies, laws and national or global crisis management. Determining the level of stakeholder engagement through initial questions on national engagement systems will support a TU in preparing for crisis and in ongoing social dialogue.

[3] The ETF's role in the **social dialogue at European and EU** level will be impacted by the quality of social dialogue at national level and the skills and competence of its affiliates. At the same time, the TUs' own competence and impact may depend on the network and relationships with their national representatives at the European level and international institutions (EU, Council of Europe, ILO and other relevant organizations). Through own awareness nationally of the connections and impact at regional and international level, TUs will increase contribution to the work of ETF on social dialogue and be more effective in joint actions towards regional and international organizations.

TOOLBOX 1 – KNOW YOUR ORGANIZATION CHECKLIST

Some essential questions to be answered:

TU and employer level:

- What are our values and purpose?
- Who are our members by _____ (insert relevant categories of profession, seniority, privilege, employer, etc.)?
- Who is the employer(s) of your TU members?
- What are the established consultation and dialogue procedures with the employer(s)?
- What is the status (validity date, amendment conditions, other crisis relevant conditions) of Collective Labour Agreement or similar instrument at the company/organization level to determine employee rights?
- Who are other Trade Unions and what are the representation systems relevant for your social dialogue?

National level:
- Who are the other trade unions in the aviation sector and what is their member base?
- Who are the employer organizations in the aviation sector and what is their relationship with the employers of our members?
- What is our role in the national system of social dialogue?
- What is our strategy and approach to contribute to national social dialogue?

European level:
- What is our role and participation in ETF?
- What are our communication channels with ETF?
- Which regional and international organizations are relevant for our work and who are our national representatives there?
- Specifically, who are our national representatives at the EU institutions?

TOOLBOX 2 – SOCIAL DIALOGUE

Please refer to the 2022 **ETF Revised toolbox for successful social dialogue in air traffic management**: https://www.etf-europe.org/wp-content/uploads/2023/01/Revised-toolbox-for-successful-social-dialogue-in-ATM.pdf

The toolbox includes guidelines and ideas for social partner behaviour assessment, communication during social dialogue, scope of information and consultation rights and participation of TUs in the social dialogue, as well as conflict resolution mechanisms and their set-up.

STAKEHOLDERS OF A TRADE UNION

Through knowing own organization, TUs can add stakeholder data to their databases, identifying those organizations, and at times individuals within parliaments, international organizations, and other systems, who are either related or interested in your work as a TU. Stakeholder assessment in turn will have to be done for various purposes, as the interest and impact of the specific stakeholder will not be the same for a specific crisis event, and its role, impact and association with your TU may change over time.

Therefore, stakeholder assessment can provide general overview of the stakeholders in relation to TU work with specific employer or employee group, while at the time of crisis or a targeted action, a specific stakeholder assessment is needed to determine how the TU's resources will be used and prevent possible stakeholder associated risks.

TU fundamental purpose is related to protection of workers' rights and interests. Therefore, one of the key stakeholders are TU members. Stakeholder assessment tools can be used for a separate analysis of members only, by segmenting those in categories that are relevant to you.

TOOLBOX 3 – STAKEHOLDER ASSESSMENT

Step 1: Define the issue to be addressed

For example, COVID-19 crisis immediately raised health and safety issues and possible lay-offs with the employers. Presuming that similar health-related crises may occur, it is relevant to define what TUs may need to address in the future with regard to this kind of crises.

Note: there may be a number of issues addressed separately, like health and safety of workers and dismissals of workers (individual or collective), and each issue will require to revise stakeholder list and their role in the assessment.

Step 2: List all related stakeholders for the defined issue

Fill the respective column of the table. Be specific. For example, Ministry of Health will be a too general description, so determine which department and who are the individuals that will be most relevant for you to solve the issue. Adjust your databases with the categories of contacts and use categories to determine further nuances of your engagement.

Step 3: Define what impact the stakeholder will have on your issue

First describe how this stakeholder is impacting or positioned to your issue, what is its power to define outcomes, what (law, publicity, status, etc.) gives this stakeholder the power. For example, an epidemiology department is given power by law (list which law and how) to take immediate measures that will affect your members and their work. After you have described the possible impact of each stakeholder, add rating from 1 (no impact) to 10 (most impactful) to each stakeholder.

Step 4: Define what is the interest of the stakeholder in your issue

As in Step 3, first describe how the stakeholder is interested in your issue. As in the example above, your interest in the health of your members will be a clear mandate for the epidemiology department and in this case their interests may overlap with yours. Determine what is their interest and why.

Note: the interest may also be negative – directed at stopping you from resolving your issue.

Step 5: Place the rating of each stakeholder on the matrix.
If needed, reassess the ratings.

TABLE:

STAKEHOLDER	IMPACT / POWER	INTEREST	PARTICIPATION/ROLE

MATRIX: record data in impact/power vs interest XY axis matrix.

4.2 CRISIS PREPAREDNESS

PLANNING PROCESSES

Planning processes is the first step for crisis preparedness. A crisis needs a plan to navigate it, prevent the losses, and keep the focus. Building on the baseline of knowing your organization and the stakeholder identification, at this stage the focus is on the TU as an organization and therefore will be directly linked to the role of members and internal stakeholders identified and assessed.

Planning processes includes:

- putting planning in place;
- assigning roles and responsibilities;
- establishing process ownership.

When caught by an unexpected crisis, there is a need to start with the strategy adjustments, since the previous projections have already fallen. With no previous crisis plan, the conditions will force to act or react. A crisis demands rethinking the business activities and budget, taking into consideration the need to focus on core functions. This correlates with the TU social dialogue core principles of common values. Therefore, businesses and TUs can define common values and agree on the core functions of the business, making crisis management processes more effective.

The aviation industry requires emergency response organization (ERO) plans to be in place. Therefore, identifying which ERO plans are in place with your members' employers, and what role is assigned in the ERO plans to social dialogue and communication with TUs, may support your organization to determine own crisis preparation actions.

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LESSONS LEARNED

01

Social dialogue practices

The results of the NGB Project survey indicate that the most valued crisis preparedness element for TUs is stable social dialogue practices with employers. Social dialogue is at the core of TU purpose. Further actions were recognised as equally relevant: lobbying strategies for member protection, communication with members, and strategizing or adjusting the overall strategy, functions and operations for crisis survival.

Lesser priority was assigned to the crisis team in the survey. However, the role and competence of people during crisis CLA negotiations and political lobbying were highlighted during the seminar discussions.

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Planning processes presumes crisis management to be a skill and knowledge that is distributed among the members and stakeholders to help to navigate the crisis. The ICAO offers industry guide for various types of crises that can be adapted within the TU crisis management plans.[22] It requires the following elements: crisis team, crisis management plan, and communication plan. For ETF affiliates, it is essential to recognize the role that network members can play and the opportunities they can offer to each other. Crisis management presumes awareness of the network you operate in – local company branches of TUs, national organizations or industry associations, roles of members and employees of TUs, the ETF structure and presence, as well as links to the global International Transport Workers' Federation (ITF) movement.

1. CRISIS MANAGEMENT PLAN (CMP)

CMP is a tool that allows TUs to define overall strategies to navigate the crisis. The purpose of a CMP is to plan a set of activities to minimise harm and resolve issues as soon as possible. Historical crises in aviation and

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22   ICAO Crisis Management Framework Document (EUR Doc 031), 2014 includes various sections on specific types of crisis and possible reaction mechanisms to be adopted by the industry. These can serve as outlines to TU in adapting their own crisis management plans based on specific risks most present in their context. https://tinyurl.com/5d453t59

global environmental crises point to specific needs for TU preparedness and CMPs that include plans of action in the case of environmental disruptions, financial crises and aviation market delivery and network disruptions. Since crises in aviation are regular (if not cyclical), TUs can benefit from the existing government and aviation organization crisis management plans or guides.

TUs have to engage their stakeholders in developing CMPs and agreeing on the ownership of action during regular maintenance and situation assessment and application of the CMPs when crises develop. Collective Labour Agreements (CLAs) are crucial tools for social dialogue, members' rights and interests' protection. A CLA covers most of essential working conditions, and likely those will be affected by crises. A CMP therefore has to assign specific place to CLA renegotiation or support.

Crisis incident plans and the standard operating procedures of a TU need to be interconnected with the crisis situation. TUs' most challenging task is managing the incoming incidents that are crisis-related. To allow planning of resources and more flexible processes, certain TU members and team may encounter higher workload – like health crisis leading to higher rate of incidents and therefore assistance requests from the TU. Or as above, negotiation team members will have to act beyond what the standard CLA negotiations presume.

TOOLBOX 4 – CRISIS MANAGEMENT PLAN (CPM)

Practically, a CPM will include the description of your organization's actions and team responsibilities:

- *What are the core values and business functions of your members employer?*
- *What disruptions can be expected with regard to business operations of the employer?*
- *What disruptions can be expected with regard to TU operations?*
- *Which disruptions may escalate to a crisis?*
- *What actions your organization will take to prevent escalation to a crisis and react to crisis?*
- *Who will be involved to implement the actions?*
- *What role will the involved people be assigned and what will they do?*
- *Decision making competencies – the lower within the organization decision making is assigned, the higher the trust and flexibility to adapt to unpredictable situations.*
- *How existing operating procedures (e.g. CLA negotiations process, individual complaint review process, OSH incident reporting and investigation etc.) will be addressed during crisis?*
- *What role the general public is expected to play in solidarity with the workers?*

2. CRISIS TEAM

To determine the roles and responsibilities of the TU team and member engagement you can use TOOLBOX 2 - STAKEHOLDER ASSESSMENT, adjusting the values, competence and availability of the team member/union member. This will allow you to build on the member database and competencies. Using stakeholder assessment and identifying your supporters can help to engage external resources and competencies in your crisis management team.

Once the team competencies are identified and listed, the key roles and responsibilities of your team can be defined. Roles of the team will be linked to your defined competencies and an overall crisis plan of who will do what. Some of the common elements in planning your team engagement will include setting up communication channels and milestones. Most ready templates for assigning roles and responsibilities[23] will include roles of responsible, accountable, consulted and informed (RACI matrix). For the roles to be assigned, TUs have to be aware of what possible crises may take place, and accordingly prepare by drafting crisis management plans and therein assigning roles.

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23   As example, https://www.smartsheet.com/content/raci-templates-excel templates on crisis management and components can be explored. ETF has no affiliation to the company.

LESSONS LEARNED

02

Competencies of TU crisis management team

The NGB Project survey also asked ETF affiliates to assess importance of competencies which would best support TUs in overcoming a crisis. While lobbying experience received one extra point, it ranks among the 3 core competencies along with negotiations, expertise and communication. The next most relevant were legal and social media expertise.

3. COMMUNICATION PLAN[24]

Transparency, ownership and participation of your TU members will support your crisis management. It is important to communicate and maintain dialogue effectively and transparently regarding the situation as it evolves. Communication needs to be planned:

- Within your TU towards members and employees
- With your member employers as part of company social dialogue
- With public decision-makers when the measures affecting your members are discussed and adopted
- Among social partners and TUs.

Lessons learned during Covid-19 crisis included the recognition of the vulnerability of social dialogue and the importance of it as a key to regular, open and transparent communication.

LESSONS LEARNED

03

Internal communication at Sofia Airport

Sofia Airport's recognition of communication as a key to maintain stability and reassure workers was identified by TUs as a valuable experience. Learning from early Covid-19 issues, social partners adopted a different approach. When the last disruption (early 2023) took place at the airport, an officer was assigned to work at the airport just to answer questions, from 08:00 to 18:00, every single day, for a whole month. This allowed for predictability and clarity, and TUs could timely inform their members of the presence of an official who could answer their questions and worries. In parallel, early crisis management meetings with employer representatives were established to agree on a joint strategy and establish online working groups to coordinate the processes.

Communication challenges identified by TUs included issues with the immediate switch to online communication systems, that widened pre-existing social gaps and neglected proper social dialogue. Therefore, a communication plan should address social dialogue issues, a dialogue based on timely information and consultations. Communication plans should also assess clearly what channels and methods of communication are available to the TU and its network, and how the crisis team is equipped to use these tools and adjust the messages towards audiences of members, employers, general public.

LESSONS LEARNED

04

Emergency agreements

"Our union used its network and obtained emergency agreement samples from EasyJet to be used as an adjustable template for our union and employer talks. Key elements included rehiring guarantees and offers from employees to reduce pay temporarily in order to save colleagues' jobs and be ready for restart after Covid. Already signed CLA emergency changes or individual plans in other airlines allowed to refer to industry practice and therefore push for adoption of some elements by employers, despite the rejection of the agreement as a whole. We also learned that daily communication with members was essential and grew membership prior to dismissals. When the crisis team burned out, members' dissatisfaction grew as communication reduced to pre-crisis levels." (NGB Project interviews)

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24   For communication and social dialogue learn from ETF, 2022 Revised toolbox for successful social dialogue in air traffic management available at https://www.etf-europe.org/wp-content/uploads/2023/01/Revised-toolbox-for-successful-social-dialogue-in-ATM.pdf

CRISIS MANUALS

Crisis manuals are instruments that support organizations in overcoming crises. Manuals are more practical guidelines on non-strategic crisis management issues, but support members and staff of unions with procedures for action. These include general crisis management infrastructure, pre-existing ERO guidelines, GDPR policies covering data and crisis, access to emergency resources, and agreements (e.g. memorandums) on how social dialogue should be managed and documented. Where applicable, the guidelines will also include practical aspects of shelter locations, and contact numbers for embassies and public institutions responsible for safety critical infrastructure and operations.

The NGB Project survey revealed which documents and manuals TUs found useful during the crisis. These included various types of instruments:

- **State-guaranteed salary support or job retention schemes** established by law, therefore included in this section. Most often these are not included in CLAs. Part-time activity agreements were widely used by unions when negotiating solutions, and as one ETF affiliate stated, thanks to the state aid *"we kept employees and we have not so many issues to attract new people"*.

LESSONS LEARNED

Temporary employment furlough schemes

CCOO Comisiones Obreras (Spain) issued a booklet on Social measures to guarantee employment during Covid-19 on the ERTE or temporary furlough schemes in Spain. While government defined the protection measures for temporary furlough and accompanying financial support for the employers in benefit of employees, TUs supported their members and employers in offering guidelines on how the support could be obtained for temporary suspension instead of collective dismissals.[25]

Similar part-time work or temporary unemployment schemes could be found in other countries. The OECD offers short insights into French and German schemes. Key criteria for various job schemes include:

- Employers can invoke job schemes (JS) to reduce workload and pay only part of the salary. Government steps in to compensate the part of lost hours not paid by the employer. Usually, a limit is set, e.g. France has 4.5 times minimum hourly rate cap.

- Employers invoke the JS and the state compensates the employer on a varying percentage of the gross wage, including social benefit payments. During Covid-19 crisis, restrictions on who could claim compensation were lifted (Italy - Cassa Integrazione Guadagni) and Germany increased state support of paid wages for Kurzarbeit.

- It is temporary in nature and deadlines for the schemes were extended as Covid-19 crisis continued.

- Workers were permitted to perform additional work outside, allowing employees to supplement their income while their job was on reduced working hours or idle time.

05

For an overview of job retention schemes in OECD countries, see Job retention schemes during the COVID-19 lockdown and beyond, Updated 12 October 2020, available at **https://www.oecd.org/coronavirus/policy-responses/job-retention-schemes-during-the-covid-19-lockdown-and-beyond-0853ba1d/**

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25 https://www.ccoo.es/noticia:566345--Como_solicitar_la_compensacion_economica_por_ERTE_COVID_Tiempo_parcial&opc_id=c43b2b5ef0fa63fd6bd57d9fa8119d3a

Emergency agreements as part of crisis management in existing CLAs, or as a separate agreement.

LESSONS LEARNED

Emergency agreements

"Our union used the network and obtained emergency agreement samples from other airlines (e.g. Easy Jet) to be used for our union and employer talks. Reference to already signed CLA emergency changes or individual plans in other airlines allowed to refer to industry practice and therefore push for adoption of some elements by employers, despite the rejection of the agreement in a whole. Close to half of employees were laid off and we saw that the re-hiring deadline set unilaterally by the employer was used as an excuse not to take everyone back on the list, but effectively have a new recruitment process and seed away the people who were more vocal, who were not liked by the employer. What we learned is that our system did not have any requirements for employers to have such agreements or a requirement to re-hire laid-off employees and this means our efforts have to be directed towards some lobbying activities to include it in the law. It would be good to have an EU minimum requirement to re-hire or in collective dismissal cases a prerequisite of such emergency agreement with employee representatives and unions." (NGB Project interviews)

See also Eurofound resources on various airline emergency measures:

Ryanair - 2020, Four-year emergency agreement concluded at Ryanair, measure IE-2020-27/1510 (measures in Ireland), EU PolicyWatch, Dublin, available at **https://static.eurofound.europa.eu/ covid19db/cases/IE-2020-27_1510.html**

Aer Lingus - 2020, *COVID-19 recovery agreement for pilots at Aer Lingus, measure IE-2020-27/1511 (measures in Ireland)*, EU PolicyWatch, Dublin, **https://static.eurofound.europa.eu/covid19db/cases/IE-2020-27_1511.html**

06

- **Collective labour agreements** as a tool or manual for crisis actions are among the most crucial social dialogue instruments during a crisis. Unless the law overrides a CLA, it has to be fulfilled even in crisis and therefore motivates employers to negotiate and reach an agreement on temporary crisis conditions.

The Covid-19 crisis demonstrated both positive and negative examples: while overall the aviation industry took time to remove the temporary conditions and reinstate the pre-crisis or better conditions, in some cases existing CLAs were extended beyond their expiry date due to restrictions affecting decent social dialogue and negotiation processes.

Many operators used the crisis for aggressive cost cutting, whilst TUs were powerless to react with force and impose previously desired ambitions on reducing terms and conditions. Others simply used it as an opportunity to reduce theirs. There was a complete and utter failure on behalf of the employers to accept that aggressive cost cutting over a generation had made the industry very unattractive to new recruits on a mass-scale required. Experienced labour refused to return and left skills gaps that will take many years to replace and weaken the safety of airlines. Procedures are still based on the experience levels of the workforce that remain from before the pandemic.

4.3. CRISIS PREVENTION

The second cluster of crisis management refers to activities intended to prevent damage and escalation. It requires proactive action and therefore is rooted in preparation, development of the plans (see Crisis preparedness section above) and training. The three elements of crisis prevention include early warning and scanning, and preparation of crisis response systems, including training, and communication.

EARLY WARNING AND SCANNING

Early warning requires competencies of anticipation and analysis of disruptions and signals that indicate the coming of a crisis. It may include processes such as audits, preventive maintenance, issue scanning, social forecasting, environmental scanning, anticipatory management, future studies and scenario modelling.

An early warning system works as a defence mechanism that gets activated in response to a crisis. On an organizational level it functions similarly to the innate or primary immune system in the body, which scouts for pathogens, identifies and then triggers the correct immune response mechanisms. Adapting the approach from disaster management,[26] the four key elements of early warning system can be deducted and applied:

- **Disruption risk knowledge** based on the systematic collection of data and disruption risk assessments;

- **Detection, monitoring, analysis and forecasting** of the hazards and possible consequences;

- **Dissemination and communication**, by an official source, of authoritative, timely, accurate and actionable warnings and associated information on likelihood and impact;

- **Preparedness at all levels** to respond to the warnings received.

Some possible resources to inform early warning systems:

- **World events and geopolitics** are still one of the main defining crisis factors that can shape aviation and other industries. This requires TU to have socio-political analytical competencies.

- **Aviation market tendencies**, including operational statistics, looking at operators specifically or other joint overarching titles, such as airline groups or ground service groups, to spot trends in performance. Ascertain if the operations are stretched or under pressure. Look at why: competition, lack of funds, overreaching ambition with unavailable resources? ETF affiliates suggested that TUs should also do own research of analysing raw data rather than following various industry reports, which are often influenced by industry-hired experts. With this in mind, TUs need to recognize that their members' personal data of work (works schedules, flight routes, medical data and other) are all available with their agreement to TUs.

- **Company board decisions** and public announcements are indicators of both plans and already-made decisions that unions may have not been informed of or consulted about.

- **Labour market legislation changes** are part of national social dialogue platforms and usually TUs will be aware of preparations and present in the process to ensure achievement of positive impact on workers. The Covid-19 crisis, however, demonstrated that often temporary restrictions were imposed and social dialogue was side-lined under the emergency action pretext.

Other factors for TU monitoring included industry personnel policy shifts, for example change of contract types to temporary, seasonal or service contracts, change of contractual conditions not subject to CLAs, and recruitment patterns. TUs are often in the position to warn employers on growing shifts in employment through their member feedback and consultations on changes of employer and questions on ongoing recruitment processes and conditions.

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26   Tools and resources are available at https://www.undrr.org/ on the United Nations Office for Disaster and Risk Reduction.

TOOLBOX 5 – RISK AWARENESS AND KNOWLEDGE

Risk assessment methods will be directly linked to the issue. However, general questions with regard to lessons learned and ETF member estimates of most prominent issues can be asked:

Who will be affected by estimated events and how?

- *Identify, record and monitor the factors.*
- *Collect relevant data*
- *Assess how different members and professional groups are affected by the disruption*
- *Assess to what degree personal factors of your members (gender, age, seniority, etc.) contribute to different impacts.*

Which TU stakeholders can support the prevention measures?

- *Review stakeholder engagement and communication plans to draw additional resources and support in managing the disruption or crisis.*

Note: The TU's purpose is not to replace employer mandatory and ad-hock risk assessments, but are requires for TUs to enable protection of member rights and interests.

EMERGENCY RESPONSE

Emergency response is linked to immediate hazard identification and response, and thus prevention of crisis escalation.

LESSONS LEARNED

Success factors in emergency response

ETF affiliates identified some of the success factors that allowed better management of crisis:

Established **communication channels** to disseminate official information on required crisis action. Communication played a crucial role in the Covid-19 crisis management and required adjusting to the new tools used and quick set-up of various communication groups. Information dissemination examples included:

Transparency: Full dissemination of furlough agreements to members. Negotiations by sector and companies on the application of the furlough schemes to the best possible options.

Practical information: Practical information to members on how to use certain instructions/manuals produced. For example, how to connect via the video conference system and how to use the signs for room reservations, etc.

Social media: We created social media campaigns and used knowledge on how to best use the media - what time to launch posts on different platforms, complementing posts, sharing by all the reps and posting at the same time as directed by the social media team.

Beyond communication, also **risk assessment** based on systematic data collection

07

Linked closely to the tools used under crisis prevention, the focus of emergency response is on the efficiency of immediate action:

- **Infrastructure:** what organizational infrastructure is in place for rapid response?
- **Documentation**: guidelines on how to document processes to ensure the results can be communicated timely and effectively, allowing for the baseline of long-term planning.
- **Training**: what training and skills are required for the rapid response?

These include both the system competencies and the personal flexibility of the TU members and crisis team. Reviewing TUs' preparedness for the Covid-19 crisis, ETF affiliates identified the stronger and weaker points of unions. Some are objectively justified – like organizing for strike or protest at the time of lock-down and mass dismissals may be impossible to use.

STRONG	WEAK
Lobbying workers' rights	Ability to organize for strike and protest
Internal communication	Preventing TU worker burnout and mental wellbeing programs
Members legal support	Financial planning

The Covid-19 crisis demonstrated the agility of TUs to adapt to the situation and build upon the strengths. The strengths correlate to the core functions and purpose of TUs: to work for the workers' interests, provide support and protection, and engage members. Without members, there are no TUs. It also demonstrated that lobbying activities require additional focus on creating external policy and legal systems that mandate and support a strong social dialogue during the crisis, and create balance between the recognized weaker position of the employee in the employment relations and the unilateral actions of the employer.

The NGB seminar and survey also demonstrated the need for TUs to work on their internal organization, especially in what concerns solid financial planning with reserves, and a stable working environment for employees and volunteers of TUs. Addressing the untapped resources of TUs is to set up systems of member engagement. ETUI research indicates that union members, beyond activist engagement, are willing to perform smaller tasks. To prevent burnout of the few activists, TUs should develop their member engagement and participation plans, including member activation for crisis situations.

TOOLBOX 6 – UNION MEMBER ENGAGEMENT PLAN

Consider these core elements for your plan:

- *Vision and goals of the Union: include founding principles, core union rights and specific elements relevant to your context.*
- *Structures and resources: include the structure of the union, work areas and sections where members can identify their competencies and contribute, principles of volunteer and paid work.*
- *Data collection: develop own data systems on your membership, members competencies and engagement readiness, as well as on the content of the union work with member employer.*
- *Engagement strategy: define principles of member engagement. National legislation may provide opportunities for company-paid union work and "union days" is a component of CLAs. Adjust to your national and operational context.*
- *Communication plan: a plan to communicate about the work of unions and opportunities to be involved. Link with the Crisis Communication plan.*

See other resources on member engagement and communication
European Youth Forum: Volunteering Charter European Charter on The Rights and Responsibilities of Volunteers, **https://ec.europa.eu/citizenship/pdf/volunteering_charter_en.pdf**

Example of a guide, Department for Professional Employees, Engaging professionals in their union: a Guide, available at **https://www.opeiu.org/LinkClick.aspx?fileticket=mVZ0wlD685k%3D&portalid=0**

4.4. CRISIS INCIDENT MANAGEMENT

Disruptions need to be addressed in the right context and controlled under escalated situations. Crisis Incident Management, the third cluster of the Relational Model of Crisis Management, includes crisis recognition, system activation and crisis response, and crisis management.

CRISIS RECOGNITION

In order to act, a crisis needs to be recognized to engage all stakeholder in solving the situation. Recognizing crises requires data and trends analysis in place, but also competences to assess unexpected disruptions and activate the crisis management processes, apply effective mechanisms for call out, engage back-up and reassess the procedures and systems in place for workers' rights protection.

LESSONS LEARNED

08

Crisis severity recognition

Initial denial of crises may be accompanied by employer dismissal of TUs' concerns.

"Probably, initial unpreparedness to deal with the unexpected crisis without ready staff and without a joint crisis group with the company was a weakness, but helped by strong cooperation with the company once the severity of the crisis was realized" (NGB survey)

"3 weeks before complete lock-down we were already pushing health authorities to recognize specific aviation worker needs for safety equipment, availability of testing, recognition of work-related infections as cause for different compensation of medical leave. Questions of loss of licence and employment due to consequences of catching Covid-19 for pilots and cabin crew were raised. This led to later dialogue on protection of workers during repatriation flights. It was clear from the start that aircrew and ground service personnel were not protected to the same degree as emergency response services." (NGB project Interviews).

SYSTEM ACTIVATION AND CRISIS RESPONSE

The activation of emergency and crisis response plans requires a first step of awareness and acceptance of the seriousness of the disruption and the activation of plans developed during pre-crisis preparation phases.

The crisis management framework requires TUs' actions to engage with pre-planned systems:

- Select the crisis response strategy and action, activate implementation mechanisms, preexisting social dialogue, emergency and temporary agreements;
- Ensure active damage management;
- Engage and manage stakeholder relations, therefore initial stakeholder identification plans are very relevant to have more effective crisis management;
- Communication and media relations, including internal communication with TU members and key stakeholders, and effective media relations.

LESSONS LEARNED

09

Activation of stakeholder engagement

"Involvement of the relevant stakeholders that represent expertise in the situation is of high value. That brings the needed competency and more involvement than from political or company representatives" (NGB Survey)

"Working with relevant stakeholders on all industry technical and Health & Safety reactions – Excellent" (NGB Survey)

CRISIS MANAGEMENT

Crisis management in practice is the final stage of activating all prepared system elements. It is a system of strategic decisions in *"preparation for the restart and having the right resources in place"*.

The NGB Project survey indicated that TUs recognised that during Covid-19:

- Community support function was what makes a union a union;

- Organizational function of social dialogue, communication, accessibility of TU representatives and preventing TU employee and volunteer burnout has to be seen as critical. ETF affiliates recognized the low preparedness of some on internal organizational management;

- The political function and activities of TUs are very critical for all workers.

These conclusions may offer ideas for membership attraction during crises by offering open and shared community support and demonstrating that TU engagement in social dialogue and decision-making is contributing to everyone, not just union members.

LESSONS LEARNED 10

Undervalued employee systems

"Preparing for the restart and having the right resources in place. The industry reacted by clearing out workers. The lack of realisation on what retains employees and the reliance an employer has on experienced workers was woefully underestimated. The degradation of T&Cs was not as the industry believed tolerable, in fact what keeps workers is far more than simply working for a salary and being grateful for the job. Many social circles are intrinsic to the job. Particularly amongst ground handling. Where the teams are not only colleagues but have strong social ties outside work, with BBQs, football, families together and social events shared. These ties had kept worker united, and COVID broke them with furlough not being used as widely amongst ground operators. New employment had to be found and the attractiveness of returning to a job with diminished T&Cs is simply not an option. The employers simply believe that replacing the heads is more important than bringing back the experience. This is a gross undervalue of safety-critical staff and accepting that your workers are important to the business and not just a commodity that fulfils a function. We are concerned that safety is being compromised. The social implications of working in aviation and the struggle to improve T&Cs deserves wider recognition." (NGB Survey)

Crisis management responses were varied and workshop discussions and survey results indicate that all approaches to crisis management and inciden t management were taking place. Project data is not sufficient to identify specific correlations between context, type of operations, and applied response to crisis management.

Actions included accommodative, proactive, reactive, and defensive, at times changing over time.

ACCOMMODATIVE ACTIONS

Examples of accommodative action include those implemented by employers, employer-employee agreements and by governments (local or national). Tools applied in different contexts include:

- Job schemes, like temporary furlough, part-time schemes, compensation schemes, temporary dismissals with conditional re-hiring. Check examples of Lessons learned 5. In addition, employer voluntary support actions can be a positive action creating good will with the workers;

LESSONS LEARNED 11

"During the first wave of Covid-19 crisis for workers on furlough, employers provided voluntary economic compensation to help them cope with their financial needs"
(NGB Survey)

- New effective tools for communication introduced among stakeholders. Examples include WhatsApp and other communication system groups for immediate communication;
- New ways of work – teleworking, flexible work schemes, distance work applied by employer;
- Extensions of existing CLAs to postpone negotiations for a safer time (Air France/ITA case);
- Industry stakeholder cooperation to form united positions towards governments for the support of the industry and its workers (France, Latvia examples);
- Company level and national level crisis committees with union and employer participation.

PROACTIVE ACTIONS

Proactive actions by TUs and the aviation industry were present where the key TU functions were the strongest:

- Effective social dialogue at company and national level secured a timely and proactive crisis damage management and offered longer-term solutions. Forming of "crisis cabinets" or working groups focusing on short term needs in the light of long-term re-start of the operations post-crisis.
- Existing company checklists that were activated on health and safety, and new strong stakeholder cooperation to develop Covid-19 specific checklists and algorithms for action.
- Network as an essential tool to engage in attracting resources, using best practices from network partners, mutual support and assistance where possible.
- Communication adjustment to stakeholder needs and segments. Flexibility of use of different communication tools and online platforms.
- Emergency funds are recognized as a needed element for each TU for any future crisis. Most unions felt drain of resources that impacted their operations post-crisis, due to reduced number of members in the light of lay-offs.
- Employee wellbeing support: employers introducing no-cost access to psychological support during crisis.

NGB seminar participants concluded that this was the least used approach by the companies, except for communication.

REACTIVE ACTIONS

Reactive crisis action was demonstrated by many employers and, in essence, included:

- Limited situation awareness, that included lack of communication by company, including lack of information and wrong information and contradicting information. This was most prominent where social dialogue is weaker and union rights to information and consultation are not respected. To avoid issues with information transmission, TUs have to work on own data and access to information to secure independent in decision making and ability for more proactive pressure.
- Limited willingness to deal with the proposals and demands of employees.
- Decisions made without long term impact assessment. Airports workers, ATM and airline crews were among most affected by lay-offs. This led to early retirements, workers leaving aviation industry, "brain drain" of experience and knowledge, negatively affecting re-start of the operation post crisis.

LESSONS LEARNED

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Air Traffic Management example

Expected high rates of retirement in coming years and as of 2023 still no replacement plan in place. Shortage of staff is predicted in line with the growth of traffic https://www.ifatca.org/2023/04/ifatca-evp-europe-on-the-european-staff-shortage/

- Denying the outcome for a long time at the start of the crisis leading to short-term damage to employees being greater.
- Applying everlasting crisis modes and employers using it to negotiate new collective agreements in countries with temporary furlough.

DEFENSIVE ACTIONS

Finally, the cluster of defensive actions applied by the aviation industry provided the least favourable examples to the workers. The defensive approach was centred on minimising any action to the level of minimum legal requirements. If it was not required by the regulatory framework, then nothing was done. Examples provided during the seminar include:

- Only implementing mandatory measures.

- Removal of safety measures that have been in place unless they are required by law.

- Only minimum mandatory consultations with TUs by the employers, who see TUs as a hindrance rather than support in day-to-day operations and managing crisis. It is especially critical in the context of union busting and countries where unions have limited power and labour systems do not offer reliable solutions. Unions are required to find different ways to force consultations on the employer – through public pressure, political pressure, company owner engagement, etc.

- Intentional misinformation by the employer and governments. This relates to the essential principles of right to information and good governance. TUs may need to consider using different frameworks combined, like union rights, good governance requirements, business and human rights reporting requirements, to gain access to information.

- Government actions in designing laws were often behind what reality requested. It would apply both to the planned improvements of protection and to releasing restrictions. For example, mandated vaccination where medical exemptions were permitted resulted in dismissals because of inaccessible medical review of the exemption for individuals.

- Inability to rely on the European institution's interpretation of adopted measures. Systems for 24-hour communication should be key in a crisis of such magnitude, including clear and predictable communication on adopted measures that leaves less space for abusive interpretation. This will be the task for social dialogue at regional and national level to ensure that future EU legislation is clear and predictable, and takes into account the specifics of the aviation sector.

- Unions were too polite and patient trusting employers in communicating, informing and taking decisions for the long-term benefit of the company. Unions in the future should consider all types of action, including a more aggressive, proactive way of engaging external stakeholders to pressure employers to take better decisions for the workers.

4.5. POST-CRISIS MANAGEMENT

Post-crisis management is a phase which requires switching from reactive and proactive crisis management to rebuilding the operations and focusing on future development. Each crisis is also an opportunity to restart in a more sustainable way. However, this requires mutual understanding of values, goals and principles of work. Thereby, social dialogue that is based on common values remains one of the essential elements in the post-crisis management phase.

ETF affiliates agree that the Covid-19 crisis requires a 'debriefing' to avoid chaos at all levels. The idea of a standard debriefing practice should therefore be built into the crisis agreements and CLAs to define a common space for re-evaluation of the processes, impact and required change.

RECOVERY AND BUSINESS RESUMPTION

Crises demand restructuring activities and budget with the need to focus on core values and functions. The common employee-employer references of core values and function in the aviation sector will include a just

transition approach towards a decent work framework that includes specific aviation needs for safety culture and strong social dialogue.

A just transition is a process and practice that ensures that the opportunities and costs of making society and the economy more environmentally-friendly are shared equitably and in a fair way, achieved through substantive social dialogue and broad collective bargaining agreements with trade unions, while creating, promoting and reinforcing decent work and working conditions, and leaving no area or person behind.
For TUs this means a two-fold approach in case of crisis:

Decent work

The ILO Framework Work Indicators covers ten substantive elements corresponding to the four strategic pillars of the Decent Work Agenda (full and productive employment, rights at work, social protection, and the promotion of social dialogue). The ten indicators are:

1. **employment opportunities;**

2. **adequate earnings and productive work;**

3. **decent working time;**

4. **combining work, family and personal life;**

5. **work that should be abolished;**

6. **stability and security of work;**

7. **equal opportunity and treatment in employment;**

8. **safe work environment;**

9. **social security;**

10. **social dialogue, employers' and workers' representation.**

[1] TU core functions and working through crisis;

[2] TU and member employer relations (CLAs, other agreements) and focus on core functions of the business during the crisis.

In both cases, the content of the work will require focusing on operational recovery, financial costs and adjustments, market and membership retention, and momentum opportunities. Data on the aviation market indicates a widespread negative impact of the Covid-19 crisis on employment in the aviation sector. More specifically:

•   Ground handling staff: Significant use of job protection schemes mechanism (up to 60%-85% of staff at its peak). Permanent loss of staff across Europe estimated at 32,000-40,000 people (25%);

•   Pilots and cabin crew: Significant use of job protection schemes mechanism (up to 85% of staff at its peak). Permanent loss of pilots across Europe estimated at 15%. Overall loss of staff at European airlines estimated between 7% and 20%;

•   Airport staff: Significant use of job protection schemes mechanism (up to 30%-40% of staff at its peak). Most airports reduced their headcount in a range of 0-20%;

•   Other ground staff (airport retail/airport concession staff/security staff): Significant use of job protection schemes mechanism (up to 60-75% of staff at its peak). Staff permanent losses could be in the order of 25-50%;

•   Member States and authorities (slot coordinators, ISAs, MS): Minimal loss of staff, some limited increases in staff reported.[27]

Furthermore, TU membership globally has been fluctuating. The data on TU density indicates constant decrease of membership in Europe.[28] Covid-19 dismissals and job loss led to 5.6 million lost jobs in aviation and spill-over jobs in Europe in 2020.[29] This also had an effect on union membership overall, specifically on paid membership, affecting union representation (member numbers) and financial stability.

RESUMING TRADE UNION OPERATIONS

The external dimension of TU work is directed at lobbying for members' rights and interests. This was identified as one of the strong points of TU work during the Covid-19 crisis. In the context of crisis outcomes and preparation for future crisis, lobbying activities should be directed towards setting up national and regional job protection schemes

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27   Summary from https://fsr.eui.eu/wp-content/uploads/2022/02/Clemence-Routaboul-Steer.pdf

28   ILO data set, Europe https://www.ilo.org/shinyapps/bulkexplorer12/?lang=en&id=ILR_TUMT_NOC_RT_A

29   https://www.statista.com/statistics/1110572/job-loss-air-transport-covid19/

and other social security schemes, as one of the most valued crisis response elements.[30][31] Lobbying should take into account the core functions and areas of work, decent work and just transition, including for stronger trade union rights position and social dialogue.

Crises particularly highlight unequal situations in terms of financial support. The Covid-19 support measures and EU aid conditionality included environmental aspects, but not those of social dialogue and employee rights. Financial aid was directed towards businesses, and while it benefited employees as a result, it put a disproportionate burden on employees as TU representatives to engage in full-time crisis management activities without TUs receiving any governmental support.

As a result, the inequality was reinforced: state aid not always presumes employment guarantees, thus dismissal rates grew and TU membership and income reduced. At the same time, TUs were fulfilling their legitimate functions of social dialogue and emergency negotiations, experiencing greater need for voluntary engagement of members, dwindling resources and no state aid to fulfil this crucial function. *"Rather than facilitating the race-to-the-bottom, state aid must come with conditions ensuring it is invested productively, in line with social and environmental goals rather than narrow interests. Conditions can require companies to protect pay and conditions of workers, adopt climate targets and engage in collective bargaining."*[32] Therefore, lobbying activities should also be directed towards better financial equality of social dialogue partners at company, national and regional (including EU) level.

The role of social dialogue during the Covid-19 crisis was essential to maintain working conditions. 83% of unions have adopted social dialogue as a response to the pandemic, with about 89% engaging in tripartite consultations. Social dialogue used as a means of consensus between workers and employers contributed to about a 26% increase in trade union membership overall. In order to increase membership, trade unions needed to respond to the pandemic using all the tools of social dialogue at their disposal throughout all levels of communication.[33]

The organizational perspective of TU work should include refining financial, organizational and operational systems, reflecting on lessons learned from the crisis.

- **Financial systems to be revised** and reserve funds created for emergency and crisis situations. These would allow to balance organizational needs by compensating additional crisis work, inviting required external expertise and possibly setting up equivalents of strike funds for use of co-payment in cases of various job schemes or job freeze.

- **Organizational structures to be revised**, reflecting on crisis learning for member engagement, communication, cost review, needs of social dialogue and resulting negotiation agreements (CLAs, emergency agreements). Each TU has to assess the organizational structure based on the possible and learned demands of their members and member employers. TUs have also to consider the limits of social dialogue during crisis.

- **Trade union competences to be reassessed and strengthened**. Crisis situations highlight the gaps in TU competence, but the key competencies were highlighted – negotiations, engagement in social dialogue, member assistance needs (legal, social, other), communication. In addition, the specific subject competencies of the TUs in their operational context need to be reassessed, including those of just transition, decent work framework and aviation specific subjects. TU competence is dependent on the strengths of TU representatives at all levels. TU representative competencies in the crisis management areas need to be built up with regard to member management, communication, lobbying, negotiations, social dialogue and specific needs in any given context.

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30   https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---actrav/documents/publication/wcms_806971.pdf

31   Review ILO findings on the Covid-19 crisis impact on labour relations and recommendations for TU actions. See ILO, 2021, COVID-19 and Recovery: The Role of Trade Unions in Building Forward Better, International Journal of Labour Research available at https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---actrav/documents/publication/wcms_806971.pdf

32   Quote by Dr Kyla Sankey, retrieved from https://www.itfaviation.org/airlines-used-pandemic-to-erode-working-conditions-for-thousands-of-staff-report-finds%E2%80%AF/

33   https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---actrav/documents/publication/wcms_806971.pdf

- **Membership engagement plans to be revised** to consider crisis aspects and include opportunities created by increased activism of members in their job protection during crises. This opens up for engaging member competencies relevant for TU work. With extensive negative impact on TU membership through job loss during crises, there are nevertheless opportunities to create new membership plans, retain members who lost jobs under various financial incentives (like membership freeze, no fee periods), and rethink their engagement through contribution to smaller tasks and more specialised competence use.

- **Communication** as a tool for member engagement, retention and improved sustainability of the decision-making through transparency.

- **Personal aspects of TU work** during crisis to be included. TU employee and volunteer wellbeing aspects as crisis management plan component, to address burnout and mental pressure of the crisis management team.

- **Personal assistance to TU members** in their specific labour questions – pay, layoffs, social issues. This aspect is also to be integrated into the review of organizational structure and functions.

TRADE UNIONS AND EMPLOYER BUSINESS RESUMPTION

TU and employer joint references will include sustainable development of the aviation industry, just transition, decent work framework and specific businesses that are identified through TU- employer agreements. TUs are working in the context of their member employer business plans and have limited opportunities to influence those. Nevertheless, TU functions towards employers need to be executed in the context of business post-crisis needs and strategies. This requires continued social dialogue and information from employer on what these strategies are. Basic post-crisis management will include financial review, review of business strategy and resulting operational plans. These will impact the content of TU–employer agreements.

Building stronger social dialogue needs to be reassessed and agreements reached on how the dialogue will take place, how the resources of TUs and employer will be assigned, and how specific social dialogue outcomes will integrate learnings from crisis.

Collective agreement negotiations post-crisis needs to take into account business structural change, but also integrate socio-economic changes affecting employment. Learning from crisis highlights the need to integrate specific crisis management aspects into CLAs:

- Extension of CLAs, where regulations allow it, to ensure crisis situations do not leave employees without CLA protection and drastically worsen their already precarious situation;

- Emergency procedures on renegotiating CLA or agreeing on the CLA exemptions and temporary emergency plans;

- Set-up of crisis teams to ensure joint crisis management, assigning relevant company resources to employee representatives;

- Communication channels and principles improved about the CLA and specifically setting out clear crisis channels and TU access to these channels if under employer control;

- CLA or other system emergency or crisis temporary plan agreement process. This would include agreement on crisis management team and initial process, communication, adjusted to your TU-employer relationship model requirements;

- Conflict management processes reviewed to address emergency situation and improve their functioning to reduce post crisis litigations, administrative or judicial inquiries, other legal proceedings;

- Communication: unions must ensure that provisions for digitalization and technology diffusion are integrated into collective bargaining agreements and in workplace social dialogue structures such as workers' committees and works councils.

- Employment conditions defined as part of decent work and just culture framework.

Through social dialogue with the employer, encouraging post-crisis management as opportunity to transit to a more sustainable work model. Following the ten substantive elements of ILO Decent Work Agenda, revise the elements most impacted by the crisis and at the core of the TU mandate and work:

- Employment opportunities: the re-hiring of crisis-affected employees, improved hiring conditions;

- Pay and earnings: secure decent pay and adjustment for external conditions like inflation and crisis impacts on cost of living;

- Decent working time allowing for work-family life balance. This includes active link with flexible modes of work, improving personal life and care function opportunities;
- Revise flexibility, distance work, part time work and other flexible working models to be implemented;
- Reassess safety related issues, various aviation specific requirements of fatigue, working times.

Lagging post-crisis issues

Crises trigger issues that can continue to impact employers' business if not properly solved. These may include judicial inquiries, prosecution, litigation, reputational damage, media scrutiny. TUs should review which elements were relevant for crisis situations and how it affected TU and employer resources.

EVALUATION AND RE-ADJUSTMENT

The final step of the crisis management cycle includes evaluation, that takes overall estimation of performance and learning and implementing the lessons learned. This includes root-cause analysis, management assessment, and process review, followed by adjustment and implementation of change. TUs again are required to revise their functions and internal processes, and evaluate the crisis in the context of TU-employer relationships.

In both cases, similar questions can be asked:

- **What were the root-causes of the disruption or crisis?**

Despite the fact that in business practice there are often suggestions and pressures in the recovery procedure not to deal with the analysis of the causes that brought on the crisis, claiming that it is all in the past and solutions have to be found for the future, the analysis of real causes for the preparation of a recovery plan of a company is as important as the preparation of measures to achieve the desired changes. Crises are treated by resolving or minimising their real causes, making the analysis of the causes of the situation that was created an essential and integral part of crisis management. It is a combination of internal and external causes that, as a rule, leads to a crisis situation (i.e. the multicausality of a crisis)[34] and through a social dialogue process to evaluate the crisis situation, the biases of TUs and employers may be discussed and solutions integrated into the crisis management plan for the future.

- **How was the crisis managed?**

Management of the organization often tends to focus solely on the external causes of the crisis. By observing the organization and the processes of crisis management, the decision-making (centralised or decentralized), communication of the process, and further causes of crisis escalation can be identified or lagging problems can be solved.

- **What will be actions taken to prevent future disruptions and crisis?**

Determine the action plan and integrate evaluation results into the respective organizational strategies, CLAs, crisis management plans and other corresponding documents and systems.

34   Drago Dubrovski. Journal of Financial Risk Management, Vol.5 No.4, December 2016, Handling Corporate Crises Based on the Correct Analysis of Its Causes, DOI ref. http://10.0.16.140/jfrm.2016.54024/

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PART 2

TOOLBOX SUITE

PREPARING TRADE UNIONS
FOR TIMES OF CRISIS IN AVIATION

Developed by:
Kris Major, GUIDE POST

December 2024

BACKGROUND

This **Toolbox Suite** is one of the outcomes of the ETF project "No going back: Protecting rights and promoting social dialogue in aviation through times of crisis" (NGB Project).

This EU-funded project was developed under the immediate impression of the Covid-19 pandemic and its violent impact on the aviation sector, particularly on aviation workers and their unions. Many trade unions were unprepared for such an unprecedented disruption of the entire industry and the consequent reactions of employers. Within the ETF Civil Aviation Section, we learned that impacts on workers were often less severe in countries with better practices of social dialogue, established professional relationships between stakeholders, approachable regulatory and governmental bodies, and unions more prepared to act immediately.

The NGB Project was therefore designed to empower trade unions and workers' representatives in their capacity to react to crises. Amongst other crisis management tools, a particular focus was given to the development of trade unions' capacity to engage in dialogue with stakeholders and partners, such as governments, employers and other allies, in the specific context of a crisis. This is a capacity that demands serious attention in a time where crises have become more of a rule than an exemption in the aviation sector.

This Toolbox Suite is the Part 2 of the **NGB Trade Union Guide** (available, in English, at etf-europe.org), that compiles some of the material developed throughout the two years of the NGB Project (2023/2024). These toolboxes, distributed in 11 languages, have been created and tested together with trade union representatives from the civil aviation sector across Europe.

INTRODUCTION

This **Toolbox Suite** has been developed to help you and your organisation address ongoing crises and prepare for the ones to come. By filling in these toolboxes, you will be gathering the necessary information to better plan and react to crises in the interest of your members.

This suite is composed of three toolboxes, each one to be used at different moments of your struggle against a crisis:

TOOLBOX 1: Database for crisis preparedness
To be maintained throughout time, ready for action when a crisis arrives.

TOOLBOX 2: A crisis comes
To fill in at the moment when a real crisis arrives or it is expected shortly.

TOOLBOX 3: Tackling the crisis
To be used while you tackle a specific crisis.

TOOLBOX 1

DATABASE FOR CRISIS PREPAREDNESS

Creating and maintaining a Database for Crisis Preparedness will be crucial for your ability as an organisation to react quickly and effectively to a new crisis.

Tackling a crisis demands collective action. In order to initiate collective work in such a time, you need to have a ready database compiling the roles, details and contacts of all important actors in the struggle, starting by your own members but also looking into your other allies and employer(s). Secondly, understanding your political and economic context, as well as the potential crises that may emerge, will also boost your ability to anticipate and act efficiently when needed. This includes being aware of the potential of social dialogue to reach your objectives. Lastly, you are highly advised to nominate a team for crisis prevention.

If your organisation already has a database such as this one, you can still use this toolbox as inspiration to complete or rethink your existing database.

1.1 KNOW OUR PEOPLE

Our members	Professional categories we represent	Region(s) / Airport(s)	Leading reps (names, roles, contacts)

Our social media / online platforms / methods of communication

For more details, see Annexes 4, 5 and 6 of the **NGB Trade Union Guide** *(available at etf-europe.org)*

1.2 KNOW OUR EMPLOYERS

Our employer(s)	Area(s) of business	Region(s) / Airport(s)	Contact points (names, roles, contacts)

Our employer(s)	Established consultation and dialogue procedures/platforms

Our employer(s)	Information on Collective Labour Agreement(s)

*For more details, see Annex 4 of the **NGB Trade Union Guide** (available at etf-europe.org)*

1.3 KNOW OUR ALLIES

Our established allies			
Unions and Union Federations	Economic sectors	Country / Region	Contact points (names, roles, contacts)
Political Actors (national and international)	Political Areas/Interests	Country / Region	Contact points
Civil Society, NGOs and International Organizations (EASA, ILO, ICAO…)	Area(s) of activity	Country / Region	Contact points

Our opportunities for collaboration/participation with the ETF	Contact points (names, roles, contacts)

*For more details, see Annex 4 of the **NGB Trade Union Guide** (available at etf-europe.org)*

1.4 KNOW OUR POLITICAL SITUATION

Our political and economic context at the national level	Our political and economic context at the international level

Our challenges/disadvantages in the current political context	Our opportunities/advantages in the current political context

1.5 SOCIAL DIALOGUE

* Please consider "**social dialogue**" as any form of platform or regular meetings taking place between you, employers and/or government officials, all at the same time or separately. The goal here is to be aware of which ways for dialogue are already established, and to assess them.

Opportunities/platforms for social dialogue at the national level	Our interlocutors in these opportunities/platforms	Interests represented by our interlocutors	Contact points (names, roles, contacts)

Our evaluation of social dialogue at the national level	
Achievements / Advantages	Failures / Disadvantages

Our evaluation of social dialogue at the European level	
Achievements / Advantages	Failures / Disadvantages

*For more details, see Annexes 4 and 9 of the **NGB Trade Union Guide** (available at etf-europe.org)*

1.6 POSSIBLE FUTURE CRISES

Possible future crises/disruptions	Possible consequences for aviation workers	Other possible impacts on aviation

*For more details, see Annex 2 of the **NGB Trade Union Guide** (available at etf-europe.org)*

1.7 DESIGNATE A TEAM FOR CRISIS PREVENTION

Name	Role in crisis prevention team (manager, internal outreach, communication...)	Contacts

TOOLBOX 2

A CRISIS COMES

Once a specific crisis arrives or you see it coming in the horizon, it is time to focus on the specific challenges you are going to face and prepare your strategy. If you have previously prepared a Database for Crisis Preparedness (Toolbox 1), you should start by recovering and updating all the gathered information.

This toolbox is divided into **DIAGNOSIS** and **STRATEGY**. To tackle a crisis that has just arrived, you should first identify and preview its relevant consequences. These include, first and foremost, the impacts on your members, but also the impacts on the aviation sector as a whole and, ultimately, society and the economy. Once this diagnosis has been done, you can start planning your strategy, which requires action and communication plans, as detailed as possible. Once again, tackling a crisis requires collective efforts, and identifying new allies for the implementation of your strategy can be a decisive factor.

During the crisis, this toolbox should be revisited and redone as many times as necessary, jointly with *Toolbox 3 – Tackling the crisis*.

2.1 DIAGNOSIS: IMPACTS OF THE CRISIS ON OUR MEMBERS

Problems and challenges	Regions, Airports, Routes	Members affected	Consequences for our members

*For more details, see Annexes 1 and 7 of the **NGB Trade Union Guide** (available at etf-europe.org)*

2.2 DIAGNOSIS: OTHER IMPACTS IN THE AVIATION SECTOR

Other technical/safety impacts within aviation	Employers affected	Allies affected

Other social impacts within aviation	Employers affected	Allies affected

*For more details, see Annexes 1 and 7 of the **NGB Trade Union Guide** (available at etf-europe.org)*

2.3. DIAGNOSIS: OTHER IMPACTS IN SOCIETY/ECONOMY

Other relevant impacts in society and the economy	Countries, regions affected

*For more details, see Annexes 1 and 7 of the **NGB Trade Union Guide** (available at etf-europe.org)*

2.4 STRATEGY: ACTION PLAN

How to tackle ongoing impacts and prevent escalation?	
Problems and challenges	**Proposed solutions**

List of necessary actions	Deadline	Responsible person(s)

*For more details, see Annexes 1, 2 and 3 of the **NGB Trade Union Guide** (available at etf-europe.org)*

2.5 STRATEGY: COMMUNICATION PLAN

Internal communication		
Our members	**How to reach them?** (social media, online platforms, other methods)	**Responsible reps** (names, roles, contacts)

External communication	
Who to target?	**How to reach them?** (social media, online platforms, other methods)

*For more details, see Annex 5 of the **NGB Trade Union Guide** (available at etf-europe.org)*

2.6 STRATEGY: POTENTIAL ALLIES

Potential allies in implementing our strategy			
Unions and Union Federations	Economic sectors	Country / Region	Contact points (names, roles, contacts)
Political Actors (national and international)	Political Areas/Interests	Country / Region	Contact points
Civil Society, NGOs and International Organizations (EASA, ILO, ICAO…)	Area(s) of activity	Country / Region	Contact points

For more details, see Annexes 1, 2 and 3 of the **NGB Trade Union Guide** *(available at etf-europe.org)*

TOOLBOX 3

TACKLING THE CRISIS

The purpose of this toolbox is to help you keeping up with developments during a crisis. In such troubling times, it is important to keep gathering as much data as possible through your members and other sources, so that you never lose the full picture of the crisis you are facing. Keeping a wide understanding of developments – political, social, economic, and technological – will allow you to better anticipate new challenges as you go, and target your actions more accurately.

Registering your achievements and shortcomings on a regular basis is a good way of keeping assessing your strategy and preparing timely adjustments. Through this continuing evaluation and the brainstorming of new actions and allies, you may find the need to go back to *Toolbox 2 – A crisis comes*, adjust your plan and restart your efforts with renovated energy.

3.1 REGISTER DEVELOPMENTS AND DATA

New crisis developments	Relevant data

*For more details, see Annex 3 of the **NGB Trade Union Guide** (available at etf-europe.org)*

3.2 ASSESS AND REVIEW THE STRATEGY

Our achievements so far	Impact on our members	How to keep in the right track

What is not working so far	Impact on our members	What can we change?

Actions still not tried	Potential allies still not contacted

*For more details, see Annexes 2 and 3 of the **NGB Trade Union Guide** (available at etf-europe.org)*

ANNEXES

ANNEX 1: Issue assessment and preparation

ANNEX 2: Crisis management plan

ANNEX 3: Risk awareness and knowledge

ANNEX 4: Know your people, organization

ANNEX 5: Social media plan

ANNEX 6: Union member engagement plan

ANNEX 7: The Cause

ANNEX 8: Oversight

ANNEX 9: Social Dialogue

ANNEX 1: Issue assessment and preparation

Step 1: Define the issue to be addressed

For example, COVID-19 crisis immediately raised health and safety issues and possible lay-offs with the employers. Presuming that similar health related crisis may occur, it is relevant to define what TU may need to address in future with regard to health and safety during health-related crisis.

Note: there may be number of issues addressed separately, like health and safety of workers and dismissals of workers (individual or collective), and each issue will require to revise stakeholder list and their role in the assessment.

1.1 THE ISSUE - A separate list may be required for each stakeholder

Issue – insert more rows for additional issues associated with the causal problem	impact	Socio/economic problem	Technical/safety problem

1.2 THE CAUSE

There may be several and each factor may be significant or supplementary. Knowing the causes and understanding each cause and their interrelationship is needed to drive the solution and determine if solutions are in the short term (within the employer) or longer term if a change to legislation or international stakeholder agreement is required)

> You may need to complete toolbox 8 before an accurate appraisal of the solutions and how to reach them can be fully considered

Cause – more than one cause may be present	Factor – include if the cause is an internal or external.	Socio/economic problem	Technical/safety problem

1.3 Is this a single employer issue, national and or international problem?

Tick all that apply:

Single employer issue	Single employer across multiple Member States	Multiple employer national issue	Multiple employer international issue

1.4 What do we want to achieve and by when?

1.5 Have we identified all the stakeholders; Trade unions, associations, federations from all sides that we need to engage with at some point in the campaign?

Organisation	Names of relevant contacts	Contact details	
		Cell:	e:

1.6 Who is politically aligned with us already?

1.7 If there is more than one, are they friendly to us?

1.8 Do they require separate consideration?

1.9 Do we have names and contact details or personnel within the stakeholder? Who are they?

Organisation	Names of relevant contacts	Contact details

1.10 Are we already involved in a platform, committee and or current project/s?

Project	

1.11 Which Toolboxes do we need to use to create our strategy?

These additional toolkits should be considered in how they can assist developing and supporting the strategy and its ongoing evolution through the process.

TABLE 1

TOOLKIT	
1. Issue assessment and preparation	Define the issues or issues to be addressed
2. Crisis management plan	
3. Risk awareness and knowledge	Risk Assess the issue and knowledge check (e.g. would industrial action be viable if the employer can bring in other aircraft)
4. Know your organisation influence internally and externally	This toolbox is quite comprehensive and only some elements in it may be applicable to check. Do you need to review your membership to ascertain if the issue applies to all or sections of. Particularly relevant if you are a large composite Trade Union or branch. It could be as simple as compiling a review of contact details for your representatives to make sure your records are up-to-date.
5. Social media plan	
6. Union Member engagement plan	
7. Cause	Root analysis of the causes and understanding of the issues involved
8. oversight	A route to determine if one or more of the team should be designated to this strategy support kit.
9.Social Dialogue	If social dialogue is going to be required https://www.etf-europe.org/wp-content/uploads/2023/01/Revised-toolbox-for-successful-social-dialogue-in-ATM.pdf

Internal Stakeholder assessment (do you have different members with different interests?)

STAKEHOLDER	IMPACT / Power	INTEREST	PARTICIPATION OR ROLE
			•

ANNEX 2: Crisis management plan

Practically, CMP will include description of your organizations actions and team responsibilities:

2.1 What are the core values and business functions of your members' employer?

2.2 What disruptions can be expected with regard to business operations of the employer?

2.3 What disruptions can be expected with regard to TU action?

Action	

2.4 Which disruptions may escalate to a crisis?

Action risk	

2.5 What actions your organization will take to prevent escalation to a crisis and react to crisis?

Action	

2.6 Who will be involved to implement the actions?

Name	

2.7 What role will the involved people be assigned and what will they do?

Role/s	

2.8 Decision making competencies – the lower within the organization decision making is assigned, the higher the trust and flexibility to adapt to unpredictable situations. How existing operating procedures (e.g. CLA negotiations process, individual complaint review process, OSH incident reporting and investigation etc.) will be addressed during crisis?

Issue to be addressed	

2.9 Assess public reaction to your actions?

Issue to be addressed	

ANNEX 3: Risk awareness and knowledge

Risk assessment methods will be directly linked to the issue. However general questions with regard to lessons learned and ETF member estimates of most prominent issues can be asked:

3.1 Who will be affected by estimated events and how?

Identify, record and monitor the factors.

Factors	

Collect relevant data

Data	

3.2 Assess how different members' professional groups are affected by the issue

Group	

Assess to what degree personal factors of your members (gender, age, seniority, etc.) contribute to different impact.

Factor	

3.3 Who are TU stakeholders to support the prevention measures, if relevant?

Name	

3.4 Review stakeholder engagement and communication plans to draw additional resources and support in managing the disruption or crisis – if there is any.

Current plan	

Note: TU purpose is not to replace employer mandatory and ad hock risk assessments, but are requires for TU to enable protection of member rights and interests.

Table 2: Typical strength and weaknesses

Strong	Weak
Lobbying workers' rights	Ability to organize for strike and protest
Internal communication	Preventing TU worker burnout and mental wellbeing programs
Members legal support	Financial planning

ANNEX 4: Know your people, organization

INFLUENCE INTERNALLY & EXTERNALLY CHECKLIST (a simple overview to remind us and develop focus)

4.1 Know your organization checklist

to include data on membership – by profession, seniority, employer, any preferential treatment factors relevant in a crisis. Additional data on your members' employer, dialogue system with employer, any impact on events of the crisis. Some essential questions to be answered:

4.2 TU and employer level:

What are our values and purpose?

Organisation	
Value	
Purpose/s	

Who are our affected members by category (insert relevant categories of profession, seniority, privilege, employer, etc.)?

Who is the employer/s of your affected tu members? e employer/s of your affected tu members?

Employer	Names of relevant contacts	Contact details

What are the established consultation and dialogue procedures with the employer?

What is the status (validity date, amendment conditions, other crisis relevant conditions) of Collective Labour Agreement or similar instrument at the company/organization level to determine employee rights?

Who are other Trade Unions/Federations/associations and what representation systems are relevant for your social dialogue?

4.3 National level:

Who are other trade unions in aviation sector and what is their member base?

Who are employer organizations in aviation sector and what is their relationship with the employers of our members?

4.4 What is our role in the national system of social dialogue?

What is our strategy and approach to contribute to national social dialogue?

Is our approach working well, not so well, not at all? And why? Does this need particular focus and work in itself?

	What action plan is required to drive better social dialogue?
Well	
Not so well	
Not at all	

4.5 European level

What is our role and participation in ETF

What are our communication channels with ETF?

Which regional and international organizations are relevant for this work and who are our national representatives there?

Organisation	Names of relevant contacts	Contact details

Do we have an existing relationship with them? Is it good, okay, needs work or none existent?

	What action plan is required to drive better relations?
Good	
Okay	
Non-existent	

Specifically, who are our national representatives at the European Commission institutions?

Organisation	Names of relevant contacts	Contact details

ANNEX 5: Social media plan

5.1 Consider social media platforms that you already have, may need to acquire and how best to employ them

5.2 Do you the expertise within your community? And which platforms are they competent in.

Name		Contact details	
		Cell:	e:

5.3 Do you need to set up a social media group to create content, manage uploads and on-line activity?

Name		Contact details	
		Cell:	e:

5.4 What platforms do you have or need to set up?

Facebook	
X	
Instagram	
Snapchat	

ANNEX 6: Union member engagement plan

Consider these core elements for your plan:

Vision and goals of the Union: include founding principles, core union rights and specific elements relevant to your context.

Structures and resources:

include structure of the Union, work areas and sections where members can identify their competencies and contribute, principles of volunteer and paid work. - Data collection: develop own data systems on your membership, members' competencies and engagement readiness, as well as on the content of the Union work with member employer.

Source	What do you need to know

Engagement strategy:

define principles of member engagement. National legislation may provide opportunities for company paid union work and "union days" is a component of CLAs. Adjust to your national and operational context.

Communication plan:

a plan to communicate about the work of unions and opportunities to be involved. Link with the Crisis Communication plan.

ANNEX 7: The Cause

Consider a comprehensive look at the factors that have led to the issue or issues. There may be more than one, and they may give another perspective on what the resolution may be:

What are the factors and how do they impact you?

Additional factors

Additional factors

Additional factors

ANNEX 8: Oversight

Consider having a designated member of the committee stay outside of the direct involvement of the core activities being undertaken. If you are a small team, then consider choosing or a volunteer that will not be as involved as others.

The function of the overseer is to ensure the strategy is being achieved and assess the progress and what the consequences may be to every member being represented and respective groups. These may not be immediately seen by those close to the negotiations or immersed in the projects. The overseer has a very important task. One that requires the rest of the committee members to respect and value. The overseer must be able to probe and ask questions of the committee members.

> It is impossible to capture every aspect that the overseer should cover. Essentially, the task is to regularly receive updates from every member of the team on their activities. Reviewing any draft consultation papers, contracts or agreements. They may need to be a part of any non-disclosure agreement or confidentiality agreement in that area of the work. Often, information may be known to certain members of the union committee and not divulged to any others. Careful analysis of what information should be divulged is critical, but it is vital to note that any information that is held back, however well intended increases the risk of unintended consequences of the final solution.

> We have prepared a checklist that can be used as a template and of course you may edit the checklist to suit the project you are working on.

The toolbox is based on the commonly used acronym in aviation D.O.D.A.R

Diagnose – what is the problem – TOOLBOX 1,8

Options – what do you have to resolve the issue – TOOLBOX 3, 4, 5, 6, 7, 10

Decide – choose what to do – TOOLBOX 2

Allocate – who, what, when, how

Review – overseer, assess progress & as NECESSARY return to DIAGNOSE & repeat – TOOLBOX 9

ANNEX 9: Social Dialogue

Social dialogue as a tool – please refer to the **ETF, 2022,** *Revised toolbox for successful social dialogue in air traffic management*, Brussels. The toolbox includes guidelines and ideas for social partner behaviour assessment, communication during social dialogue, scope of information and consultation rights and participation of TUs in the social dialogue, as well as conflict resolution mechanisms and their set-up. For detailed guidelines refer to the toolbox available at **https://www.etf-europe.org/wp-content/uploads/2023/01/Revised-toolbox-for-successful-social-dialogue-in-ATM.pdf**