



TRADE UNION ADVISORY COMMITTEE
TO THE ORGANISATION FOR ECONOMIC
COOPERATION AND DEVELOPMENT
COMMISSION SYNDICALE CONSULTATIVE
AUPRÈS DE L'ORGANISATION DE COOPÉRATION
ET DE DÉVELOPPEMENT ÉCONOMIQUES

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OECD Territorial Development Policy Committee

Regional Policy Workshop: Response to the Crisis

Joint contribution by TUAC and the PSI

24 September 2009, Paris

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Main issues

1. Between December 2007 and June 2009, about 15 million workers have joined the ranks of the unemployed in the OECD area as a result of the global crisis. As in previous economic crisis, it is the disadvantaged – the youth, the low skilled, the migrants, those on precarious jobs – that are bearing the brunt of the job crisis. And because labour markets always lag behind economic recovery, the risk of prolonged labour market recession is high. According to OECD projections unemployment rate is likely to continue rising reaching 10% well into 2010, adding another 25 millions to the unemployed population across OECD. In their statement to the G20 summit in Pittsburgh, the Global Unions, including the TUAC and the Public Services International (PSI), call for the summit to become a “jobs summit” and for governments to increase public spending and stimulus measures, and ensure better coordination, internationally and within government¹.

2. The TUAC and the PSI welcome the opportunity to engage discussion with the enlarged Bureau of the Territorial Development Policy Committee (TDPC) regarding recovery strategies across OECD and the transition to the green economy in response to climate change. For unions, the two issues are intertwined: it is precisely by mobilising and ensuring local ownership of public infrastructure and resources toward the green economy that OECD economies will be able to exit from the recession on a sustainable path. Based on the Global unions “Pittsburgh Declaration”, the PSI network and preliminary reports by TUAC affiliates in Canada, France and the UK, we suggest the following to be shared by the TDPC:

- Active labour market policies, mobilising public services and public ownership of investment and infrastructure should be central in the short- and medium-term government recovery plans;

¹ G20: Pittsburgh Must be a Jobs Summit, as Growing Unemployment Threatens Recovery, 15 september 2009, http://www.tuac.org/en/public/e-docs/00/00/05/58/document_news.phtml

- To be efficient, implementation of the recovery plans should strengthen, not weaken local ownership and be project-based with built-in review and evaluation processes that involve local civil society and trade unions;
- Local government finance which has been hit front on by the crisis, should be consolidated, including via fair and progressive tax reforms: we will not “tax cut” our way out of the crisis.
- Local government is central to a fair transition to the green economy (green jobs, green taxation, and sustainable cities);
- More specifically, water services work best when under public ownership and management; the move toward privatisation should be reverted including by promoting re-municipalisation of water and “public-public” partnerships.

3. Some of these concerns are addressed in the March 2009 Barcelona Principles of for “local economic leadership to promote recovery and reinvestment from the current recession” which were published earlier this year by the OECD Local Economic and Employment Development (LEED) Programme². While we look forward further consultation with the TDPC, and with BIAC on a regular basis, such dialogue, we believe, should ensure complementarity and synergies with the LEED programme.

Stimulus packages: design and implementation

4. As shown in annex, across OECD the composition of the stimulus packages varies per country, notably with regard to the balance between public spendings and tax cuts. No one size fits all, and indeed the recovery strategies should be country-specific. Yet in many cases unions have had concern about their size and/or composition, their priorities – not sufficiently job- and household-centred – or their implementation. Of particular relevance for local government and regional policy, unions have called for recovery plans to focus on job creation via investment in infrastructure and regenerating public services. According to the ILO report to the G20 Summit in Pittsburgh, just “one-third of the 54 countries assessed have included a specific employment component in their fiscal spending on infrastructure”. Similarly, the ILO report notes that “skill training works best when tailored to fit local labour market needs, with the implication that local labour market needs diagnoses precede training strategies”.

5. For unions, top priority should be given to public spendings – not tax cuts – in public investments, active labour market policies as well as to targeted measures such as access to housing programmes; all of which have strong regional and local dimensions. Yet, and as shown in annex, on average tax cuts have outweighed public spendings in the composition of the stimulus packages implemented by OECD countries.

6. Canada’s recovery plan (4.1% of GDP) precisely tilts toward tax cuts (personal income tax). For the Canadian Labour Congress (CLC), immediate economic stimulus needs to support long-term, multiyear funding of public infrastructure with a strong emphasis on local government. In fact the CLC is currently campaigning for better local government ownership of the recovery package (“Municipalities Matter”³). According to independent research group

² The role of local economic leadership in a global crisis

http://www.oecd.org/document/28/0,3343,en_2649_34461_43550172_1_1_1_1,00.html

³ <http://www.canadianlabour.ca/action-center/municipality-matters>

Informetrica CAN\$ 1bn invested in basic municipal infrastructure would create 11 500 jobs, half of which in construction.

7. In the UK, the TUC recent Budget Submission to the government⁴ calls for increasing the stimulus effort from currently 1.6% to 3.25% of GDP. Just as the CLC, the TUC calls for investment in public infrastructures to become priority with the creation of a “Public Investment Programme” of £25bn, of which £16.8bn in green public works. Within that, the TUC sees local government and ownership as a centre piece of recovery. In its submission to the government the TUC calls for:

- better co-ordination of regional economic and spatial strategies, through the creation of “Economic Prosperity Boards”, as envisaged by the government⁵;
- legislation to require Regional Development Agencies and local authorities to ensure engagement of trade unions, among others, in regional development and regeneration, particularly in the context of delivering public works.
- close partnership with employers, trade unions, Jobcentre Plus, training and skills services and other key stakeholders;

8. Regarding local public procurements, both the TUC and the CLC call for inclusion of conditionalities that support local job creation and training which, they insist, would be compatible with relevant international agreements (e.g. European procurement rules for the UK, the North American Free Trade Agreement for Canada).

9. France’s recovery plan (0.7%) gives first priority to small business access to credit and financing and puts less weight on tax cuts. It is striking however that the VAT reduction for restaurants and cafés which is part of the recovery plan has had so little impact on growth compared with the targeted subsidies for car purchase (the *prime à la casse*). Furthermore the French plan follows on massive tax cuts that were enacted just before the crisis erupted and have benefited the wealthiest 10% almost exclusively.

10. Other than design and composition, a key concern that unions have had with the stimulus packages is the access to information and consultation of unions and other civil society groups regarding implementation. Regarding access to information, the Obama administration has set up a site which lists how and where the US recovery package is being spent, with regular reporting and updates⁶. None of this exists with the UK government however, although some welcome steps have been taken such as the establishment of “regional economic forums” which include a nominated government Minister for each region together with regional TUC and CBI (employer group). In fact, preliminary assessment by the TUC points to “lengthy and difficult processes” as there is very little clarity on progress or information in the public domain that specifically identifies the way the brought forward spending is being allocated. Anecdotal evidence suggests the funding brought forward for unblocking stalled housing developments has been relatively effective, but that in many other areas it seems the brought forward spending has managed to keep projects on track, but that progress is slow and in many cases has not moved beyond the stage of feasibility studies.

⁴ <http://www.tuc.org.uk/extras/2009budgetsubmission.pdf>

⁵ The Local Democracy, Economic Development and Construction Bill

⁶ [recovery.gov](http://www.recovery.gov)

11. While the French government has created a new ministerial position specifically for the implementation of the stimulus package and has set up a dedicated website⁷, unions are nevertheless concerned about effective reporting and local dialogue. Current practice is for the regional *Préfets* (representing central government at the levels the regions and of the *Départements*) to hold informal meetings to keep social partners up to date⁸. In fact it is not the first time that French trade unions and other civil society groups have had to address this issue. A recent report by the French Economic and social council on the *pôles de compétitivité* set up by the previous Chirac–Villepin government not only points to mixed performances (only a handful of the *pôles* have true global- or European-reach), but also to review and evaluation processes that are not sufficiently inclusive for social partners⁹.

Local government finance

12. With the rapid increase in central government debt resulting from the crisis, OECD governments may be tempted to offload ever more responsibilities to local and regional government without ensuring corresponding transfer of resources. The situation is made worse for countries which governments have chosen to cut taxes during the “growth” years. This is particularly true for Canada, where the basic municipal infrastructure deficit is huge and continues to grow because of long-standing underfunding. Being a federal structure, the most important linkage in terms of stimulus and decision making in Canada is from the federal government to the provinces. And yet a major part of the government’s stimulus package is cost-shared with each level of government (federal, province, municipalities) contributing one third. For the CLC “most Canadian municipalities are cash strapped, getting just eight cents of every dollar raised in taxes. Many services have been cut back as a result of past funding cuts, but new demands are being imposed, especially in a time of economic downturn.”

13. The same assessment is shared by French unions. While France is known for the quality of its public infrastructure, the increasing burden shared by local government in public financing is becoming unsustainable. For example the French government decision to abolish the *taxe professionnelle* will generate a shortfall of at least EUR 11bn for local government. And yet government spendings on the otherwise much needed social safety nets, such as the means tested minimum income guarantee, the *Revenu de Solidarité Active*, and various old-age poverty schemes are drawing directly or indirectly on local government finance. It is no wonder that local government debt has increased tremendously in France in recent years, and the subprime crisis has only made the situation worse. It should be added that the political atmosphere is charged to say the least. All but one of the twenty regions of metropolitan France are governed by the opposition parties while overseas territories (French Guyana, Martinique, Guadeloupe & Nouvelle Calédonie) have all been hit by very serious social and political unrests in the last twelve months. French unions have further complained about the prolific number of government initiatives on regional policy and local government which in effect is saturating the public policy making process and is not contributing to political clarity, confidence and predictability.

⁷ relance.gouv.fr & SME-focused planderelance.oseo.fr

⁸ See for example, report on a meeting of the Préfet of the region of Lorraine with social partners, 15 December 2008 http://www.cfdt.fr/content/medias/media14680_ObutRDISqVFXifs.pdf

⁹ Les pôles de compétitivité : faire converger performance et dynamique territoriale, CES, July 2008

14. The erosion of local government finances is not a new phenomenon. In the past decades, pressure has also come from privatisation and “contracting out” policies aiming at the private sector substituting to public services. The most vivid example is the growth of public-private partnerships (PPP) in the UK and Canada. Long before the crisis, unions have warned against the dangers of PPPs, which complex and costly contractual arrangements make them unfit for public infrastructure investment on the long run – compared with traditional public financing – and which risk sharing is heavily biased in favour of private operators. Ironically, the PPPs use the very same accounting devices (off-balance sheets) and financial engineering (securitisation of private debt) that are at the vortex of the financial crisis.

15. While PPPs have gained less attention in France, it is noteworthy that several French unions are calling for public investment funds to be created as alternative solutions to private investment funds. For example the CGT is campaigning for the creation of a *pôle financier public* which would merge the state-owned *Caisse des Dépôts et des Consignations*, with the financial services branch of *La Poste* to increase access to lending and credit risk guarantees to the private sector and supporting the restructuring of companies in difficulty. The CFDT has been calling for the creation of a *Fond d'investissement social*. Both projects have a strong local government and regional angle.

16. Rebuilding sustainability local government finance will require an end to the “tax cuts” dogma that has prevailed in the political system of many OECD countries. As called for in the Global Unions Pittsburgh Declaration, tax reforms that are progressive and fair for working families are needed given the growing central government debt resulting from the bankers’ bailing out and the stimulus packages. Within that, local government finance must be protected. In Canada for example, property taxes make up for the majority of local government revenues. Falling house prices, rising foreclosures and business failures will hence erode local government tax base disproportionately. Even before the crisis, over reliance on property taxes is a problem because its tax base grows more slowly than municipal needs and spending, and because property taxes are not based upon ability to pay but rather on the value of houses and commercial real estate. Similar problems arise in France where the rates of the *taxe d'habitation* and the *taxe foncière* vary extensively between municipalities and departments, and lack progressivity with household wealth.

Transition to the green economy

17. In the context of the recovery plans, a number of policies could provide new jobs and help to diversify local economies and place regions on the path to greater sustainability. As described in the ILO “Green Jobs report: Towards decent work in a sustainable, low-carbon economy”¹⁰, environmental protection policies (through their strong ties with local economies) offer tremendous potential for both job creation and revitalizing local economies. These include policies for energy efficiency, such as retrofitting buildings in urban areas, and for protecting critical habitats and improving the provision of ecosystem services which would reduce systemic ecological risks.

18. In the UK for example, the government has introduced national performance indicators for local government on mitigation and adaptation, including co-ordinating responses to climate emergencies such as flooding. Historically, the first step on climate change for many

¹⁰http://www.ilo.org/global/What_we_do/Publications/Newreleases/lang--en/docName--WCMS_098503/index.htm

local authorities was signing up to the Nottingham Declaration launched in 2000, which over 90% of local authorities have signed up to. More recently, the Low Carbon Industrial Strategy launched by the Government which is supported by the TUC includes a recognition that areas of the country will be differently affected by the shift to a low carbon economy, and that some areas are well-positioned to take a lead in certain low-carbon industries. A number of Low Carbon Economic Areas will be established in areas which already have geographical or industrial strengths that lend them to certain low carbon industries. The areas will be expected to develop targeted skills provision, work with planning authorities to speed up planning processes and pursue specialist inward investment. For example, the South West of England has been identified as a lead area on tidal and wave power, and the North East as a centre for low carbon vehicles (led by Nissan's car battery plant).

Inbox: What the Canadian Labour Congress say about “urban sprawl”

“We need to stop urban sprawl. Urban sprawl is when land is consumed faster than the population is growing. These low-density, often suburban, developments hurt both urban and rural quality of life. Urban sprawl contributes to a loss of natural areas like green space and wildlife habitat, and loss of productive farmland for the sake of isolated, spreadout neighbourhoods, that are much more car-dependent and contribute to poor air quality, increased water use, increased water pollution, and increased greenhouse gas emissions. There is another option. We can build up and not out, and design our cities to be less car-dependent, more suitable for public transit and walking. Limiting sprawl on the long-term means working with other municipalities to develop regional bases for planning. This will stop developers from pitting one community against another, allow municipalities to move forward together, and will give the municipalities strength to influence developers.”

“Public transportation is right for the environment, and for democracy. It is a public service that allows people to participate in the community. In large metropolitan areas, a much higher percentage of immigrants commute by public transport than Canadian-born users. Women have different transit needs than men and rely more heavily on public transportation.”¹¹

19. Jobs created in the low-carbon economy will boost innovation and new skills and can revitalize local economies, provided that the quality of these jobs is assured. Similarly, quality public services in sectors such as health, education, security and transportations are central and need to be supported and enhanced in a changing regional policy environment. On that, and while climate change/green economy policies and debates are predominantly held at the international and national level, the main challenges of the transformations they imply will be faced at the local level. In general, it is not the transformation of the energy system or a certain industry that poses problem, but the concrete impacts in regions and communities of those transformations (for example, if a plant is the main source of local employment and it is to be closed by a certain policy). This is the reason the labour movement has been working in a six-steps plan to address the transition at the local level. This strategy has been called “Just Transition” and is aimed at generating a sustainable consensus around climate policies:

- **Make green opportunities real:** Major investments are needed to develop long-term sustainable industrial policies, aimed at retaining and creating decent and “green”/sustainable jobs, and “greening” workplaces.

¹¹ <http://www.canadianlabour.ca/action-center/municipality-matters>

- **A sound starting point:** Research and early assessment of social and employment impacts are crucial for better preparing change. There is a need for better understanding the concrete impacts in communities of climate policy.¹²
- **Come & talk :** Local and regional governments have to consult with and encourage institutionalized formal involvement of trade unions, employers, communities, and all groups which need to be part of the transformation.¹³
- **You train the workers, the future gets closer:** Changes on the ground require workers to be trained in clean processes and technologies; this is key for absorbing and developing new technologies and for realising the potential of green investments. Educational leave for workers to acquire new skills might be needed.¹⁴
- **It is also about protection:** Vulnerability may be a source of reluctance to support change. Social protection schemes, including active labour market policies (social security including social insurance and public employment guarantee schemes, job creating public works programmes for the unemployed and working poor, income maintenance, and job placement services, among others) are key for ensuring justice in the transition.¹⁵
- **One size does not fit all:** Each region and community at risk requires its economic diversification plan a “free-market adaptation” will only lead to suffering and opposition to climate measures. While there is a need for national regulation on climate change protection, there is also a need for adapting those to the regional and local context, maintaining environmental integrity, but also ensuring fair options for sectors and workers affected.

20. Local regulation can be an alternative solution when federal or national regulators fail to act decisively. The Canadian CLC call for municipalities to enact by-laws on issues as diverse as stopping idling cars and school buses, promoting “virtual car pool bulletin boards”, local streets for bicycles only, prohibiting car and truck traffic on week-ends, restricting the cosmetic use of pesticides, etc. Of equal importance is to ensure tax reforms that provide local governments with sufficient tax revenues. For example both the CLC and French unions have called for the gas tax to be redistributed more fairly to regions and local authorities notably to

¹² Example: The European Trade Union Confederation (ETUC) undertook a study to find out the potential repercussion on employment of a reduction of 40% in the European Union’s CO2 emissions by 2030. The study points to the need for clear and foreseeable climate policies, substantial public investment in R&D, renewable and combined heat & power (CHP) energy, public transport systems and renovation of buildings, in addition to well designed economic instruments taking into account the impact on low income households and energy intensive industries. A new, in-depth study on climate change, new industrial policies and ways out of the climate and economic crises is now being undertaken. This study analysed also the impacts of climate policy in several EU regions.

¹³ Example: In Spain, the government, trade unions (CCOO & UGT) and business organisations have established a platform for tripartite social dialogue on climate change to prevent, avoid or reduce the potentially adverse effects that could result from compliance with the Kyoto Protocol, in particular those related to competitiveness and employment. These dialogue tables go from national and sectoral levels to the regional one, aimed at identifying concrete conflicts and opportunities between jobs and climate policies.

¹⁴ Example: The Argentinean construction workers’ union UOCRA promotes workers’ training in the field of renewable energies, providing workers with certified skills for biogas production installations, solar water heaters, solar and wind power installers. They have partnered with local communities for training unemployed workers and help them starting local business opportunities.

¹⁵ Example: The American Clean Energy and Security Act of 2009 contains a dedicated chapter on “Green Jobs and Worker Transition” that would establish a “Climate Change Worker Assistance Fund” to provide income support, health care coverage, career counseling, and education and skill training services to workers who are adversely affected by federal climate change legislation. It also creates a clearinghouse for information and resources on vocational education for jobs in renewable energy, and a “Green Construction Careers demonstration project”. In addition, economic stimulus legislation provides up to \$1 billion for training for green jobs.

finance environmental friendly public transportation investment programmes. Local initiatives can also complement national regulation. In Barcelona, Spain, unions have created the Reference Centre on mobility, aiming at promoting sustainable mobility, informing workers about facilities for reaching the closest bus station, bicycle or car-sharing opportunities.

21. Whether it relates to the importance of providing “green jobs” alternatives, ensuring social dialogue or regulating local production, the local and regional level must play a key role in designing, implementing and evaluating environmental policies.

Re-municipalisation and public-public partnerships for water services

22. Water services are by their nature a monopoly service, and they must remain under public ownership and management. The fact that a number of countries are unable to provide water services to all of their citizens does not mean that privatisation is the best solution. Unions have advocated a systematic, global strengthening of public water utilities, with appropriate mechanisms, including citizen and worker participation in decision making.

23. Yet, water privatisation has spread rapidly throughout the world over the last decade, particularly in developing and emerging economies. But the tide now seems to be turning. Increased tariffs and a failure to deliver promised improvements have left water multinationals facing increasing opposition. As more and more communities insist on returning water and wastewater services to public management through re-municipalisation, water multinationals are forced to pull out of services in Latin America, the United States, Africa and Europe.

24. In France, the home country to two biggest water service companies, Suez and Veolia, the city of Paris announced on 2 June 2009 that the municipal administration would regain control of all water services for the city, ending a private monopoly that has lasted more than 100 years. Further examples of how communities in different parts of the world are moving from failed privatised water management to successful publicly managed water and waste water services are presented on the Water Remunicipalisation Tracker of the PSI¹⁶.

25. There are at least 250,000 public water utilities in the world. But, for a variety of reasons, cooperation among public utilities is relatively rare. PSI has long advocated public-public partnerships instead of the public-private profit-making model. The water operator partnerships concept has now entered into the language of the international water family including the UN Habitat, and the International Water Association. Unsurprisingly the private water companies and their various lobbying groups are trying to prevent public-public partnerships, as these will inevitably cost them opportunities for new contracts. And a number of governments are resisting, as they want to use their aid funds in the sector to give their own companies lucrative contracts. Unions are helping create the conditions for public-public partnerships, for example, in Argentina and Peru, Uruguay and Bolivia, and within the Philippines. A number are working to support this project with their governments, for example in the Netherlands, Sweden, and Austria.

¹⁶ www.remunicipalisation.org

Annex : composition of fiscal packages

Extract of C/MIN(2009)9/ANN2

Total over 2008-2010 period as % of GDP in 2008

	Net effect	Tax measures					Spending measures					
		Total	Individuals	Businesses	Consumption	Social contributions	Total	Final consumption	Investment	Transfers to households	Transfers to businesses	Transfers to sub-national government
Australia	-4.6	-1.3	-1.1	-0.2	0.0	0.0	3.3	0.0	2.6	0.8	0.0	0.0
Austria	-1.2	-0.8	-0.8	-0.1	0.0	0.0	0.4	0.0	0.1	0.2	0.0	0.1
Belgium	-1.3	-0.7	0.0	-0.6	-0.1	0.0	0.6	0.0	0.1	0.5	0.0	0.0
Canada	-4.1	-2.4	-0.8	-0.3	-1.1	-0.1	1.7	0.1	1.3	0.3	0.1	..
Czech Republic	-3.0	-2.7	0.0	-0.7	-0.5	-2.0	0.3	-0.1	0.2	0.0	0.2	0.0
Denmark	-2.6	-0.7	0.0	0.0	0.0	0.0	1.9	0.9	0.8	0.1	0.0	0.0
Finland	-3.1	-2.7	-1.9	0.0	-0.3	-0.4	0.5	0.0	0.3	0.1	0.0	0.0
France	-0.7	-0.2	-0.1	-0.1	0.0	0.0	0.5	0.0	0.2	0.2	0.0	0.0
Germany	-3.1	-1.6	-0.6	-0.3	0.0	-0.7	1.5	0.0	0.8	0.3	0.3	0.0
Greece ¹	-0.2	-0.1	-0.1	0.0	0.0	0.0	0.1	-0.3	0.1	0.4	0.1	0.0
Hungary	4.4	0.0	-0.1	-1.5	1.6	0.0	-4.4	..	0.0	..	..	0.0
Iceland	9.4	..	1.0	..	..	..	..	-1.8	-1.7	-1.7	..	..
Ireland	8.3	6.0	4.5	-0.2	0.5	1.2	-2.2	-1.8	-0.2	-0.1	0.0	0.0
Italy	0.0	0.3	0.0	0.0	0.1	0.0	0.3	0.3	0.0	0.2	0.1	0.0
Japan	-4.7	-0.5	-0.1	-0.1	-0.1	-0.2	4.2	0.2	1.2	0.6	1.5	0.6
Korea	-6.1	-2.8	-1.4	-1.1	-0.2	0.0	3.2	0.0	1.2	0.7	1.0	0.3
Luxembourg	-3.7	-1.8	-1.3	-0.5	0.0	0.0	1.9	0.0	0.7	1.0	0.2	0.0
Mexico ¹	-1.6	-0.4	0.0	0.0	-0.4	0.0	1.2	0.0	0.7	0.1	0.0	0.0
Netherlands	-2.5	-1.6	-0.2	-0.5	-0.1	-0.8	0.9	0.0	0.5	0.1	0.0	0.0
New Zealand	-4.3	-4.2	-4.2	0.0	0.0	0.0	0.0	0.1	0.6	-0.6	0.0	0.0
Norway ¹	-0.8	-0.1	0.0	-0.1	0.0	0.0	0.7	0.0	0.3	0.0	0.0	0.3
Poland	-1.0	-0.4	0.0	-0.1	-0.2	0.0	0.6	0.0	1.3	0.1	0.0	0.0
Portugal	-0.8	..	..	..	..	..	..	0.0	0.4	0.0	0.4	0.0
Slovak Republic	-1.3	-0.7	-0.5	-0.1	0.0	-0.1	0.7	0.0	0.0	0.1	0.6	0.0
Spain	-3.8	-1.6	-1.6	0.0	0.0	0.0	2.2	0.3	0.7	0.5	0.7	0.0
Sweden	-3.3	-1.7	-1.3	-0.2	0.0	-0.2	1.7	1.1	0.3	0.1	0.0	0.0
Switzerland	-0.5	-0.2	-0.2	0.0	0.0	0.0	0.3	0.3	0.0	0.0	0.0	0.0
Turkey	-3.3	-1.4	-0.2	-1.0	-0.2	0.0	2.0	0.4	0.6	0.0	0.3	0.6
United Kingdom	-1.9	-1.5	-0.5	-0.2	-0.6	0.0	0.4	0.0	0.4	0.2	0.0	0.0
United States	-5.6	-3.2	-2.4	-0.8	0.0	0.0	2.4	0.7	0.3	0.5	0.0	0.9