

Strategic objective No. 3:

Enhance the coverage and effectiveness of social protection for all

102. The need to improve social protection has been at the centre of ILO action since its inception. Despite economic and social progress, grave problems remain, including more than 1 million work-related deaths each year. Many workers, especially in the informal economy, have no basic forms of protection, while other workers face growing insecurity. It is increasingly clear that many government social protection programmes are not able to ensure the safety and security they promise, with some having effectively collapsed. Fiscal trends, the shift to less formal working relationships, increasing dependency levels and ageing are all putting pressures on the capacity of governments to finance social security systems.

103. Some significant concerns exist in all States. Women around the world face social protection concerns, whether through discrimination, lack of childcare access or minimal or non-existent maternity protection. Other concerns are most deeply felt in particular regions. For example, HIV/AIDS is a worldwide tragedy but one most deeply felt in sub-Saharan Africa where it has serious implications for social protection systems and the labour market.

104. The ILO is positioned to make an effective case for more widespread access to social protection programmes, both on the basis of human dignity and on the economic benefits. That case will be elaborated at the International Labour Conference in 2001 when the ILO expects to discuss the development of a framework for social security that is financially stable, socially effective and flexible enough to respond to national priorities and development levels. A key priority in that framework will be ensuring social security for all, including women and members of often-excluded groups such as migrants.

105. The ILO needs to better address labour protection needs, such as health and safety, in a time when traditional regulatory approaches are being liberalized and governments are using fewer resources for this purpose. With increased debate over the costs and benefits of labour protection, whether legislated or voluntary, the ILO will continue to make available practical, easy-to-use information and demonstrations of results, along with support for voluntary networks. A similar approach will be used in awareness and advocacy campaigns on HIV/AIDS and the world of work, based on the resolution adopted by the Conference at its 88th Session (2000).¹

Table 6. Strategic resources for Social protection by operational objectives

Operational objective	Proposed regular budget strategic resources (in constant 2000-01 US \$)	Estimated extra-budgetary expenditure (in constant 2000-01 US \$)
3a Social security	23,269,638	9,000,000
3b Working conditions	34,101,517	12,300,000
<i>Total 2002-03</i>	<i>57,371,155</i>	<i>21,300,000</i>
<i>Revised 2000-01</i>	<i>58,128,262</i>	<i>19,643,000</i>

106. This table gives the total strategic resources available for work on Social Protection. The small regular budget decline of less than two percent relates to an adjustment in the composition of multidisciplinary teams in Africa together with pro rata changes in support services. Technical cooperation is expected to expand, in particular via the ILO programme on HIV/AIDS and the world of work. Other technical cooperation is expected to decline.

¹ GB.279/7.

Decent work

107. Social protection is inherent in the ILO's decent work strategy. Therefore ILO efforts will help to create international awareness of the existing shortcomings in social and working conditions, through country-based and global reporting. This will include the systematic compilation of information on socio-economic and labour security, and contributions to the measurement of decent work.

108. The ILO must also demonstrate that progressive social protection policies and the application of relevant international labour standards offer added net value, rather than cost. That will require ILO to support governments, employers and workers in compiling and using information, such as on best practices at the community, enterprise and national levels, and through technical cooperation.

109. In addition to the specific contributions described throughout this strategic objective, other intersectoral initiatives will include:

- with the Standards and Fundamental Principles and Rights at Work Sector, using technical cooperation and research on these subjects to strengthen the promotion and application of relevant Conventions on occupational safety and health and conditions of work;
- with the Employment Sector, ensuring that policies and programmes to promote employment are underpinned by adequate systems for social protection, including:
 - ◆ appropriate, productive and safe working conditions in small and medium-sized enterprises;
 - ◆ adequate social protection for workers in micro and small enterprises;
 - ◆ appropriate linkages between labour market and social security policies;
 - ◆ development of effective policies for labour migration and the protection of vulnerable female migrant workers;
 - ◆ collection and analysis of data on security and labour market flexibility;
 - ◆ due attention to the effects of HIV/AIDS on the workforce and in the workplace;
- with the Social Dialogue Sector:
 - ◆ the development of programmes on HIV/AIDS involving employers' and workers' organizations and labour administrations;
 - ◆ joint action on occupational safety and health, concentrating on key sectors such as mining, construction, forestry, chemicals and agriculture;
 - ◆ work on the role of employers' and workers' organizations in improving working conditions in both small and larger enterprises;
 - ◆ activities with employers' and workers' organizations to extend social protection in the informal sector.

Operational objective 3a: Social security

Member States broaden the scope and the instruments of social security systems (including the informal sector and the working poor), improve and diversify benefits, strengthen governance and management, and develop policies to combat adverse effects of social and economic insecurity.

The **InFocus Programme on Socio-Economic Security** supports research and programmes on innovative policies that enable member States, the social partners and others to establish or improve social and economic security policies and programmes, with special emphasis on the poor and disadvantaged.

Its work is largely used to inform activities under Operational objective 3a and is addressed under indicator 3a.3.

Indicator 3a.1:

Member States that adopt voluntary or public schemes, including improvement of existing social security schemes, to extend social security coverage to previously uncovered sections of their populations.

Target:

20 member States.

Strategy:

110. The regular budget underpins the programme while extra-budgetary resources provide funding for substantial operational activities, significantly through the STEP (Strategies and Tools against Exclusion and Poverty) programme and the special programme on the extension of social protection. During 2002-03, the ILO will address 15 voluntary and five public schemes through integrated research and advisory services. The goal will be to: improve the capacity of public social security schemes to provide protection to more people; promote and support the development of voluntary community-based schemes and identify innovative ways of extending coverage using linkages between public systems and community-based initiatives. Special emphasis will be placed on health care, unemployment and extreme poverty.

111. The ILO will also analyse existing efforts to extend social protection schemes and apply those experiences to promote similar development elsewhere. Strategic partnerships will be formed with employers' and workers' organizations as well as with NGOs, in order to promote the extension of coverage and the more effective administration of social security schemes. The STEP programme will play a key role, in particular, through facilitating access to health care for informal sector workers through community-based schemes. If additional extra-budgetary funds become available, \$8 million would help to extend STEP in East and southern Africa, Central America and parts of Asia, with an orientation to the needs of women, children, home-based workers and rural workers.

Indicator 3a.2:

Member States that initiate actions to improve the financial architecture and governance of their national social security schemes and systems.

Target:

15 member States.

Strategy:

112. The ILO will increasingly fund the activities linked to this target, which is unchanged from 2000-01 levels, through cost-recovery mechanisms on a case-by-case basis to compensate for decreasing extra-budgetary resources. Two additional priorities will be pursued. One will be global reporting on the effectiveness and efficiency of national social protection systems as an element of the decent work agenda. The other will be the development of methodologies for the rapid assessment of the impact of HIV/AIDS on social protection schemes. Quantitative analyses in selected countries will help to alert constituents to the economic costs of that pandemic. Similar quantitative analyses will be used to support the Office activities on gender, migration, the extension of social protection and the World Bank's poverty reduction strategy.

113. ILO assistance to member States will combine diagnostic, advisory and capacity-building services, as well as direct implementation of assistance in cases of social and governance crisis or specific requests from governments, social security institutions or social partners. National social expenditure and performance reviews will continue to be a major component of the ILO assistance as these can help to guide subsequent policy choices. Building national capacity to plan and manage social protection initiatives will be achieved through a major training initiative (QUA-TRAIN) to transfer knowledge and methodologies to financial planners in developing countries.

114. If additional extra-budgetary funds become available, \$2 million could be used to test an approach that could close an important gap in social protection. The ILO wants to explore and analyse the concept of a Global Social Solidarity Trust Fund which could be built on the solidarity

of people in the industrialized world with those in the developing world. This could finance basic social safety nets for countries with economies that are presently too fragile to finance effective basic social protection programmes (for example for AIDS-stricken families or AIDS orphans). It also could support improved national social governance.

115. If additional extra-budgetary funds become available, another \$2 million could be used to establish an actuarial services revolving fund. Low-income countries could draw on that fund to pay for the ILO's professional actuarial advisory services they need to strengthen the financial management and governance of their social protection schemes but that cannot be met through the ILO or the schemes' regular budgets. Repayment would come when schemes have achieved greater stability or from schemes that have already achieved that status.

Indicator 3a.3:

Member States where data are generated and used to develop strategies and policies to combat economic and social insecurity

Target:

12 member States.

Strategy:

116. Research and analysis will address the extent, structure and coverage in selected countries of existing socio-economic security schemes, as well as the impacts on groups of people who are not covered. That information will enable better ILO advocacy and improved ILO professional expertise in advising and assisting constituents to introduce broad socio-economic security policies and practices.

Operational objective 3b: Working conditions

ILO constituents target and take effective action to improve safety and health and conditions of work, with special attention to the most hazardous conditions at the workplace.

The **InFocus Programme on Safety and Health at Work and the Environment (SafeWork)** targets improvements in preventive policies and programmes such as voluntary application of safety and health management systems, workers' health promotion and environmental issues in the world of work. These efforts are predicated on promoting the application of ILO standards. The goal is to extend the protective coverage and to demonstrate that safety pays.

Its work is largely addressed under Indicators 3b.1 and 3b.2. This InFocus Programme will be evaluated in 2002-03.

Indicator 3b.1:

Member States in which constituents strengthen their occupational safety and health capacity through ratification and application of ILO standards, and the implementation of codes and guides, as well as information and statistical tools and methods on safety and health.

Target:

40 member States.

Strategy:

117. Support for improved occupational safety and health is among the ILO's most high-profile roles. The priority attached to this field is clear from the Governing Body decision to make occupational safety and health the first focus for work on an integrated approach to standards setting. The

discussion at the 2003 Conference is expected to lead to a programme of action on occupational safety and health standards setting and consideration of how to increase the impact of these standards. While that work takes place, efforts will continue to address ongoing operational objectives.

118. The target for 2002-03 will be achieved through a strategy grounded in the promotion of ILO standards and on knowledge, advocacy and “soft” standards such as guidelines and codes of practice. Promotional campaigns will follow the expected adoption in 2001 of a new ILO standard on Safety and Health in Agriculture, Guidelines on Occupational Safety and Health Management Systems and on the recording and notification of occupational accidents and diseases.

119. Capacity-building activities in selected countries will seek to improve the efficiency of national inspection services. Collaboration with ILO field structures will enable technical and advisory services to support national tripartite efforts to review and strengthen national safety and health schemes in selected countries. That support will improve policy frameworks, enhance the national analytic capacity, knowledge management and create modern information, networking, training and other support mechanisms. The ILO will also make efforts to integrate occupational safety and health issues into broader concerns such as the environment, workers’ health promotion, HIV/AIDS and enterprise culture and management.

120. If additional extra-budgetary funds become available, approximately \$5 million could be used to assist member States to revise safety codes and regulations, strengthen national inspection services, provide easy-to-use safety information to enterprises and trade unions and prepare and analyse occupational safety and health statistics.

Indicator 3b.2:

Member States in which national programmes of action are launched for selected industries and hazardous agents.

Target:

8 member States.

Strategy:

121. The target for this indicator will remain at its 2000-01 level. The ILO strategy will continue to be based on data collection, analysis and dissemination of practical approaches, good practices and solutions to extending labour protection to uncovered workers working in hazardous industries or with hazardous agents. The ILO will provide technical assistance to member States as they put national programmes of action into place or reinforce existing plans. Some will be comprehensive; others will be sectoral in areas such as mining, construction and agriculture, while others will concentrate on specific issues such as chemical safety, asbestos or silicosis.

122. If additional extra-budgetary funds were to be made available, approximately \$2 million could be used to assist member States to both implement national programmes of action as well as to extend the scope of the programmes.

Indicator 3b.3:

Member States in which local institutions are using ILO tools and methodologies to improve working conditions in small-scale enterprises and the informal sector.

Target:

8 member States.

Strategy:

123. The work towards this target will centre on technical and advisory services from various sectors in headquarters and the field to support constituents to develop national databases on working conditions improvements and best practices. New tools and modules will be developed within the context of the WISE (Work Improvement in Small Enterprises) programme to enable institutions, employers’ and workers’ organizations and member States to adopt effective programmes to improve working conditions in small and medium enterprises. An evaluation of WISE will identify

how to adapt the programme to micro-enterprises and the informal sector as well as how to ensure better sustainability. WIND (Work Improvement in Neighbourhood Development), the programme targeted to improving working conditions in neighbourhood development for small farmers and their families and rural informal sector workers, will be developed further and prepared for international use on the basis of pilot-testing in selected countries.

124. The success of WISE to date suggests that \$3 million in additional extra-budgetary resources could be used effectively, if available. Of this, \$1 million would test a new programme for subsistence farmers, the informal sectors and small-scale enterprises in Asia, Africa and Latin America.

Indicator 3b.4:

Member States that ratify and apply ILO standards on work and family, maternity protection, and working time, and in which relevant data on these issues are generated and used in policy formulation.

Target:

15 member States.

Strategy:

125. The number of targeted member States will increase from ten to 15 based largely on the momentum built up over the 2000-01 biennium on maternity protection and the past work done on work and family.

126. Ratification and application of the Maternity Protection Convention, 2000 (No. 183), will be a specific priority in this work. As part of overall advocacy, the ILO will emphasize expanding awareness among constituents of the economic and social benefits of this and related standards and will strengthen linkages with the ILO's constituents, women's groups, NGOs, WHO, UNICEF and other organizations.

127. The ILO will analyse and disseminate relevant information on working time, non-standard working arrangements and work and family through a newly developed integrated database. This will require intersectoral collaboration to improve data capture mechanisms for non-standard working arrangements in labour force surveys. Over time, the results of this analysis will assist member States to revise their labour legislation and to develop new policies that better reflect actual work practices at enterprise level. It will also inform future ILO work on how to extend protection to the increasing number of workers in these situations.

128. If available, an additional \$3.5 million in new extra-budgetary resources would lead to ILO action on two issues. The first would seek to improve maternity protection in eight southern African countries, including ratification of Convention No. 183 in at least 2 member States. The second would expand the surveys and studies on diverse working patterns and work arrangements, with expected impacts in an additional 15 to 20 countries..

Indicator 3b.5:

Member States that establish policies and programmes for equal treatment of women and men migrants and against their trafficking.

Target:

8 member States.

Strategy:

129. This target will remain the same as in 2000-01, given stable ILO funding. The ILO will continue to identify and document highly exploitative forms of employment of migrant labour. Work in selected countries will involve collaboration with tripartite partners. The expected ultimate results will be local solutions and effective measures and procedures to cover migrant workers

under national labour protection laws. Those results should contribute to the global campaign against racism and to action against the international trafficking of women for prostitution.

130. Information dissemination will be an ILO priority, with expanded work to document good practices at the enterprise level and model legislation and programmes to combat discrimination in employment against immigrants. This information will be made available through a comprehensive website and publications. Extra-budgetary resources will be sought to support research on how globalization, on the one hand, and the growth of the “new economy”, on the other, are affecting migration pressures. This research could contribute to policy development in fields ranging from immigration and human resources development to strategies for implementing trade liberalization and structural adjustments.

Indicator 3b.6:

Member States that have incorporated world of work component and workplace initiatives, involving ILO tripartite constituents, into their national action plans to combat HIV/AIDS.

Target:

20 member States.

Strategy:

131. This is a new field of action by the ILO in response to the global challenge of the HIV/AIDS pandemic. It is expected that extra-budgetary support for the new ILO Programme on HIV/AIDS and the World of Work will increase substantially during 2002-03. These resources will enable the ILO to respond to the requests for assistance in some 20 member States, especially in Africa.

132. The ILO's strategy is to raise awareness, mobilize support and political commitment among the social partners to address HIV/AIDS in the world of work through more effective national action plans. Specifically, the ILO will support the efforts of member States to develop and test a methodology to collect information and monitor trends. An ethical and legal framework based on ILO standards will be developed to address the problems of discrimination and social exclusion in the workplace and to define the rights and responsibilities of workers and employers. To facilitate implementation of the overall framework at the enterprise level, practical guidelines in the form of an ILO code of practice on HIV/AIDS in the workplace will be promoted. Technical cooperation will strengthen the capacity of labour ministries, employers' and workers' organizations, and informal sector operators to deal with HIV/AIDS in the workplace through policies and programmes aimed at prevention, care and support. To ensure sustainable capacity building, the ILO global programme will include a substantial advocacy and knowledge component concerning the pandemic's economic, social and labour implications. This will include attention to impacts at national, enterprise and community levels.